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ABSTRACT

This publication is a compilation of the presentations given at a symposium held to explore where California is in respect to credit for prior and experiential learning, and whether the State should be moving toward a more comprehensive mechanism for assessing, awarding, and recording such credit. The keynote address provides an overview focusing on learning, services and educational program sources for adults, and standardization versus flexibility in programs. The next address considers some major problems in granting credit for prior learning encountered at Empire State College. Several presentations then follow on the state of the art in credit for experiential/prior learning at the University of California, California State University and Colleges (CSUC), CSUC Consortium, CSUC Consortium Liberal Arts Program, California Community Colleges, private sector, and private institutions. Two talks pertaining to the need for a validating institution and the needs of the training community are followed by the remarks of a reaction panel. Additional presentations discuss alternatives in developing a validating institution and cover the further expansion of CSUC Consortium, the creation of a new independent institution, and the use of the public/private sector through a voucher system. The presentations conclude with two addresses on problems in developing a validating institution, focusing on attitudinal problems and accreditation concerns. (EM)

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ANOTHER TIME, ANOTHER PLACE . . . "

Proceedings of the Symposium on Credit for Prior and Experiential Learning

Airport Hilton

San Francisco

November 5, 1976

U S DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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California Postsecondary Education Commission

FOREWORD

On November 5, 1976, the California Postsecondary Education Commission sponsored a symposium on credit for prior and experiential learning. In doing so the Commission was responding on two levels: in general, to the broad question of the need for new services for new learners--an issue which is receiving considerable attention throughout American higher education--and, in particular, to the interest expressed by the California Legislature in proposals for new institutional structures to administer several of these services.

The ambitious announced purpose of the symposium was "to determine where we presently are in California with respect to credit for prior and experiential learning, and whether we should be moving toward a more comprehensive mechanism for assessing, awarding, and recording such credit." Realistically, the members and staff of the Commission did not anticipate getting all the answers from the symposium, but we hoped to learn at least the right questions.

We were aware of the controversy within the higher education community over recent proposals for new state mechanisms with which to validate prior and experiential learning. For that reason we tried to assemble a diverse group of people with many points of view, including those of a continuing education dean, an educational broker, the president of a nontraditional college, an educational researcher, a training and development specialist, an academic administrator, a state legislator, and an accreditation official. Because we found their comments both interesting and stimulating, we put together these Proceedings to share their reflections with you.

The title of our Proceedings, "Another Time, Another Place . . . " is a reminder that learning occurs in many settings and time-frames other than the here-and-now of the college classroom. Whether that learning is being appropriately assessed and credited in California, and whether we need new mechanisms to do that job more effectively--we invite you to judge for yourself in the pages that follow.

TABLE OF CONTENTS

	PAGE
WELCOME	
Ms. Agnes Robinson, Member, California Postsecondary Education Commission	1
Dr. Donald R. McNeil, Director, California Postsecondary Education Commission	2
KEYNOTE ADDRESS	
"Validating Institutions in the Spectrum of New Services for New Learners," Dr. Francis Macy, Director, Regional Learning Service of Central New York	3-13
RESPONSE	
"Empire State College in Retrospect," Ms. Nancy Tapper, President, Peralta College for Nontraditional Studies	14-18
THE STATE OF THE ART IN CREDIT FOR EXPERIENTIAL/PRIOR LEARNING	
"The State of the Art: University of California," Dr. Richard Dorf, Dean, Division of Extended Learning, University of California, Davis	19-21
"The State of the Art: California State University and Colleges," Dr. David Provost, Dean, New Program Development and Evaluation, California State University and Colleges	21-24
"The State of the Art: CSUC Consortium," Dr. George McCabe, Director, The Consortium, California State University and Colleges	24-27
"The State of the Art: A View from the Hinterlands," Dr. Joseph Satin, Dean of Humanities, California State University, Fresno	27-29
"The State of the Art: California Community Colleges," Dr. Clarence Mangham, Assistant Chancellor, Educational and Facilities Planning, California Community Colleges	29-34

TABLE OF CONTENTS--Continued

	PAGE
"The State of the Art: The Private Sector," Dr. William M. Shear, Academic Vice President, Armstrong College	35-38
"The State of the Art: Private Institutions," Mr. Michael Howe, Director of Continuing Education, University of San Francisco	38-40
THE NEED	
"The Need for a Validating Institution," Dr. Richard Peterson, Educational Testing Service	41-44
"The Needs of the Training Community," Mr. Bart Ludeman, President-Elect, American Society for Training and Development	45-46
REACTION PANEL	
"Reaction to the Professed Need," Previous Speakers	47-49
ALTERNATIVES IN DEVELOPING A VALIDATING INSTITUTION	
"Further Expansion of CSUC Consortium," Dr. George E. McCabe, Director, The Consortium, California State University and Colleges	50-52
"A New Independent Institution," Assemblyman John Vasconcellos, Chairman, Permanent Assembly Subcommittee on Postsecondary Education	52-55
"Use of the Public/Private Sector Through Voucher System," Ms. Maureen McNulty, Staff Associate, Association of Independent California Colleges and Universities	55-58
PROBLEMS IN DEVELOPING A VALIDATING INSTITUTION	
"Attitudinal Problems in the Recognition of Experiential Learning," Dr. Urban Whitaker, Director, All-University Programs, San Francisco State University	59-62
"Accreditation Concerns Dr. Kay J. Andersen, Executive Director, Accrediting Commission for Senior Colleges and Universities of the Western Association of Schools and Colleges	62-65

PAGE

SUMMARY

"Where We've Been Today: A Summary,"
Dr. Kenneth B. O'Brien, Associate Director,
California Postsecondary Education Commission 66-67

WELCOME

Ms. Agnes Robinson
Member, California Postsecondary
Education Commission

Good morning; my name is Agnes Robinson and I am Chairperson of the Commission's Subcommittee on Adult Education. Our Committee felt that we needed to know more about credit for experiential learning. We thought that many of you who have joined us today wanted to know more about the subject, too, and would enjoy learning about it just as we Commissioners are going to do. Our Committee has no preconceived notions about credit for experiential learning, so I can assure you we're not here to sell any of you "a bill of goods." Indeed, we're here to get some experiential learning ourselves.

I would like to establish a few ground rules, which I hope you won't mind. Because this room is rather stuffy, I would appreciate it very much if you would not smoke. Actually, we hope that the discussion is going to be so interesting, and you're going to be so absorbed, that you won't even notice that you're not smoking. We will try very hard to keep to our schedule, and I know that you will forgive me if I have to gavel any of you down--via my fist on the table--in the best tradition of a chairperson.

I would like now to introduce Donald R. McNeil, the Director of the Commission, who will launch us on our way. Following his welcome, I will introduce Dr. Macy and we will be off and running--or should I say off and learning?

Dr. Donald R. McNeil
Director
California Postsecondary
Education Commission

I want to welcome all of you to this statewide educational symposium, the first of its kind the Commission has sponsored.

Assembly Bill 770, the legislation that established the Commission in 1974, gave us some twenty-one specific duties and several very broad responsibilities. One was to "promote diversity, innovation, and responsiveness to student and societal needs through planning and coordination." Another was to "serve as a stimulus to the segments and institutions by projecting and identifying societal and educational needs and encouraging adaptability to change." To me, these two charges describe the purpose of this symposium exactly.

In the interests of our mutual enlightenment, I consulted the dictionary before leaving my office. The first definition of "symposium" I encountered was "a drinking party, especially following a banquet." However, if the chairman won't let us smoke, perhaps we'd better not drink either.

The aims of this symposium are fairly basic. First, we hope that by the end of the day all of us will be thoroughly acquainted with the concept of credit for experiential/prior learning. Second, we hope all of us will have become aware of what California is doing in this area and what our needs are. Last, we hope to anticipate legislation which may be introduced to implement this concept on a statewide basis.

In closing, I would like to point out that this symposium is part of the consultative process the Commission follows in reaching its decisions. In this instance, our Commissioners themselves have come directly to the public to obtain answers to their questions. They have not delegated that task to a staff sitting in Sacramento, nor are they going to be satisfied simply with reading the "literature on the subject." If you will pardon the expression, they want your "input." I trust you will accommodate them.

Thank you.

KEYNOTE ADDRESS

"Validation Institutions in the Spectrum of
New Services for New Learners"

Dr. Francis Macy, Director
Regional Learning Service of Central
New York

I see my role as perhaps a little scene-setting for what will be a lot of action in a lot of different acts that we'll be sharing together today. And the scene-setting is on the conceptual level, particularly, but also on the action level, particularly outside of California. In other words, I will try to indicate what is being done to address this new situation outside of California, particularly, and that might help you to fit it in your deliberations on what you wish to do here.

We're talking about learning, we're talking about enhancing the ability of people to grow throughout their lives, so I think it might be fitting to start with a person, and one of the reasons I feel so strongly about what we're all addressing ourselves to here today. We had in Syracuse a client of our regional learning service, our career and educational counseling service, or brokering service, as we call it; this lady was from Jamaica. She was about 40 years old. She ran a network of preschool institutions, head-start type institutions in Syracuse. It was announced to her one day that she would lose her job if she didn't have a college degree. She said, "that's all right," in her Oxford British from Jamaica and from experience in England. "That's all right, I have a college degree from a teacher's college in Jamaica." And somebody said, "Well, wait a minute, that's not an institution of higher education in the British system, and you'd better get an American college degree."

So she went off to Syracuse University, and said "I'd like to convert this degree into an American degree. How can I do that? What else do I need to learn, if anything, because I've had this training, plus a great deal of experience in the area of child development and child care, management of educational institutions, teaching." They said, "Well, it will take you four years for a degree full time, or half time it would take you eight years." At 40 years old, about to lose a job, this was very discouraging. She presented her transcipts. She sent for them, and Syracuse people said, "Well, that college of education is not really an accredited higher education institution in the British system, and so we can't give any transfer credit." The registrar said, "No transfer credit. It's not listed anywhere as an accredited institution, and so there is no transfer credit."

So she started taking courses. This was discouraging. People half her age, half her experience, and, she felt, half her knowledge, were telling her things either she knew that she didn't think were true--well, basically those two things, plus some conceptual work that was helpful to her. When she came

to us she was very discouraged and was about to give up, and was thinking of changing careers. She had not heard of Empire State College, and we exposed that to her, and she went and talked to them and they indicated that if she wanted a degree in child development that everything she had learned, regardless of where she had learned it, academically or in work, would be accounted for, would be assessed, and applied toward the fulfillment of her degree requirements.

She was very thrilled about this. It might take her only a year or even six months to finish her degree, given that opportunity. So she went back to Syracuse to tell them that she was quitting, and they said, "Now, wait a minute." The next day they called her up and said, "We'll give you 12 credits."

So there's a lesson in that. I think it's sad, it's sort of depressing, it's a sign of change, it's a sign of the market situation, and so forth.

I would like to look with you at some of the concepts that we will be using a lot today, and particularly experiential learning and prior learning. But, first of all, learning we often have trouble with. I think there's a lot of confusion in these areas, partly because we give different meanings to different things. Now, everybody can define learning activity in different ways, but at least four ways to break them down would be living and being (no, in fact the UNESCO book on continuing education or lifelong learning, was called Learning To Be, so that's a kind of existential learning).

Visual No. 1: Learning Activities

1. Living-Being
2. Studying
3. Doing/Participating
4. Producing/Making

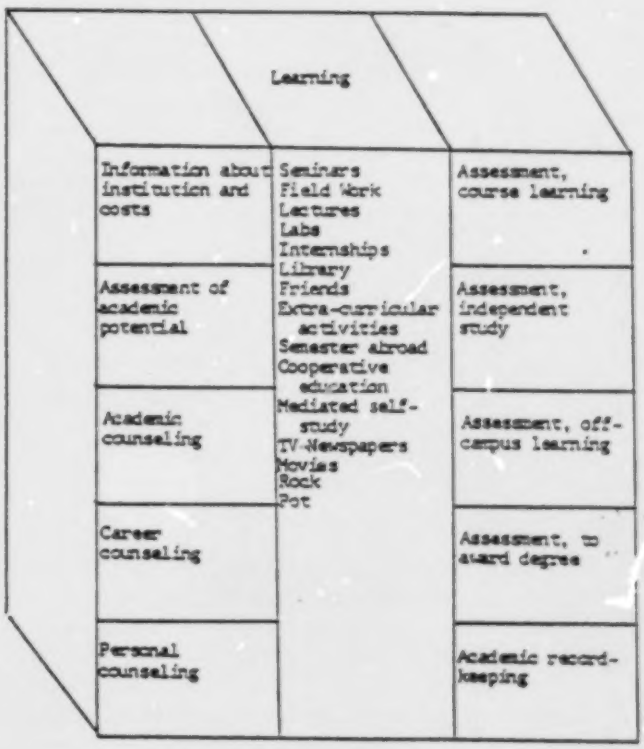
There's studying, there's doing or participating, and there's producing or making. And these are pretty close. One of the problems that we come into on a campus often as we're starting to talk about experiential learning is what learning is not experiential. Name one. Well, often we think of reading a book as not experiential learning; that's studying, maybe. It's not experiential, perhaps, but if you're reading a French book you're doing that to acquire a language; you're trying to learn how to do something--use another language. So that's an experience.

Certainly when you're in elementary school much of it is skill acquisition by practicing the skill, like practicing mathematics or practicing reading. So the distinction between what is experiential and what is the other learning I think sometimes presents us with problems, and we can say a lot more about it, but I don't think we'll take the time. What is generally meant today, I think, we'll probably be referring mainly to experiences that are not classroom experiences or not library experiences.

But is independent study experiential? Well, if you're doing a research paper you're certainly experiencing doing a piece of research for the purpose of acquiring skills in doing research. Even as a pilot, you know--I don't want to fly in a plane with a pilot that hasn't had some experiential learning, hasn't practiced landing that plane. If he's just read about it, that's not very good. There is a great deal of experiential learning on campus, but we tend to use the term more for learning that takes place off-campus, which is ironic as though you weren't experiencing anything on campus. I'm going to come back to this in a minute.

But I tried something last night after a good dinner with some of you folks, and this may be too jumbled to see, but that's part of the point--this jumble.

Visual No. 2



This center part are ways of learning--seminars, field work, lectures, labs, internships, library, friends, extra-curricular activities, semester abroad, cooperative education, mediated self-study, TV, newspapers, magazines, movies, rock, pop. You know, there's learning in all that. Now, which of these are experiential and which are not experiential? I'm not going to answer that, but I'm posing a problem and it leads to confusion. So when you're communicating with people, it's often helpful to find out what they are referring to when they refer to experiential. Another confusion that takes place is between--it may even be implicit in the title of our session today--is the difference between prior learning and experiential learning. Now, is this

prior learning? Now, some of that is experiential, we'd all agree, right? Internships, laboratory probably, extracurricular activities, is usually noncredit experiential on-campus learning, semesters abroad usually get credit--sometimes that's studying; it's not experiential in the sense that it's classroom work, or it's living in a family; it's learning language, and we think of that as experiential. So the difference between experiential and nonexperiential is somewhat difficult. There's certainly a lot of experiential learning after one is enrolled in a college, whether a person is part-time or full-time, resident or nonresident.

Now, that presents some problems in assessment, and we'll be talking a lot about assessing today. Because if you're going to validate or give credit to experiential learning you have to assess it in some way. Nancy Tapper is going to be talking about some of the problems in assessing or issues in assessing experiential learning.

A lot of us feel that it is easier to address the questions of assessment to learning outcomes than to the kind of learning activities. Our tendency is to design a test that is appropriate to an activity, whereas it may well be more appropriate to design assessment procedures to the outcome whether they were derived experientially or nonexperientially, if you see what I mean. In other words, that experiential label or handle is not always clear; secondly, it's not always relevant. What is relevant is the outcome that you're interested in assessing.

Visual No. 3 — Learning Outcomes

1. Information
2. Understanding
   - Conceptual Ability
   - Analytical Ability
3. Skills/Ability to do or make
4. Values and attitudes

However, this information, understanding, conceptual and analytical, or skills and abilities, or values and attitudes--you can have your own breakdown, but these are at least four categories most people would agree that there are learning outcomes in those four areas. A degree program could select one or more. We tend to be much better at assessing information gained than we are at assessing these other things. When they are noncourse learning experiences it's often these two, three, and four areas where the greatest learning is either being designed or has happened, rather than the gathering of information. So that's part of the challenge in the assessment process. You're welcome to come back to that if you have questions about it. I'm really trying to provoke your thoughts about it at this point.

So, what I hope to do is to show that experiential learning has long been important in formal education in on-campus or in-school education, that we have to be careful when we're using it to distinguish it from some other kind

of learning, that you don't necessarily have a different way of assessing experiential learning from assessing other learning. You're really assessing the outcomes of learning, but learnings as they call them at Empire State College and I find that kind of exciting--learnings in the plural. That's the first place I've encountered that.

And I hope also to show that the problems of assessment which we had for years, for example, if we feel that some value development--we're talking a lot about it at the elementary and secondary level now, certain values and attitudes with respect to civic responsibility, for example. That's not just a question of information on the Constitution, but rather some value development as a learning outcome. Well, we've long had problems assessing those kinds of outcomes of learnings. Now what I hope to show is that now that we are trying to respond to the needs of the new learners, as we group them some times, trying to respond to those needs, we are surfacing a lot of old assessment problems, and I think it's really good. It's tough, but it's really good. And we are also--the final basic point is--we are devising many new techniques and new organizational patterns or new ways of organizing ourselves in order to meet the needs of new learners including the assessment needs. Because obviously now a person--if it is difficult to assess the learning outcomes of a semester abroad, for example--how do you assess the learning outcomes of living in an Italian family? Obviously, there something has been learned, and there are real problems in assessing that. Well, when you have a person who's been living in Tunisia and Nigeria and India for eight years, how do you assess and generalize at your campus, how do you assess the learnings that I might bring to your campus. The problem is dramatized. It's really more difficult when a person is arriving with a whole lot of off-campus experience.

Now, in order to address that and other problems that new learners bring, what we see happening now is what Cyril Houle calls an unbundling and a rebundling--this involves your legislative proposals--some rebundling of educational services. Now, in a college all these services are offered. There are a number of counseling services, there are a lot of assessment services that are involved. You have to assess academic potential before a person even starts, to see if people can come. You assess the result of course learning, you assess the results of independent study, you assess the results of off-campus learning, and there s a final assessment to award the degree. Often that's just a counting of credits. Now this assessment is done, and there's a recording of the academic credits that have been gained.

So, there's a lot of assessment; there's also a lot of counseling that goes on. Most of it is not done by counselors on a campus. It's done by friends, it's certainly done by professors to a large extent--a lot of counseling and information. So there's information about the institution, and how much it's going to cost you, that's given out. There's academic counseling, there's career counseling--usually at the end as you're about to leave--and there's personal counseling (we still have a lot of suicides on campuses), so there's a lot of counseling.

And this is all an institution offers, all that, plus more. What is happening is that for a person who is arriving to the campus we're unbundling these services, and we're kind of rebundling these services, and we're kind of rebundling them in these ways. These are some of the services for adult learners that have been created.

Visual No. 4 Services for Adult Learners

1. Education and career information services
2. Brokering services: advisement, assessment, advocacy
3. Noncredit instruction
4. Validation of prior learning
5. Flexible instruction and certification
6. Academic registry services
7. Validation of occupational competencies
8. Financial arrangements

What we're going to do--I hope I've thoroughly confused you with this array of material up here, and it'll be an experiential or some kind of learning--once again the experiential isn't very useful--that by the end of the day you will have heard from a number of people and that they will be telling you about some programs they have that fall into these eight categories.

Visual No. 5 (Shown on following page.)

I have up here one, two, three, four, five of these categories broken out to show you what's happening on the national or federal level, where there's a lot of interest in this, what's happening at the statewide level in many places, what's happening at the local level in the communities, and on the part of educational institutions. And finally, here are some of the buzz words that are critical to each of these.

Visual No. 5

SOURCE OF POSTSECONDARY EDUCATIONAL SERVICES FOR NEW LEARNERS

	National/Federal	State	Local: Community	Local: Educational Institution
Information Services	Title I, HEA FIPSE, Project I OIS/DOL Title X, HEA	HELP, Wisconsin, phone U. of Kansas, phone Occupational Information Services State Directories	Greater Boston Learning Exchange METRODUC, Toronto Library	Lifelong Learning Centers, New York College of Mid-West Institutional Marketing
Brokering Services Advisement Assessment Advocacy	Educational Information Centers (IV,HEA) Educational Opportunity Centers (IV,HEA) Title I, HEA FIPSE, HEW NIE	EOC's--Massachusetts and New York Community-based counseling service, Wis. Career counseling service, Rhode Island	Regional Learning Services of Central New York WINNERS, Boston Libraries: New York, Atlanta, St. Louis, etc. Greater Cleveland External Degree Services	EOC's, UCLA DePaul University
Noncredit Instruction	208 federal programs ($8 billion)	Cooperative Extension State adult/vocational	Business, trade associations, unions, religions, women's centers, human potential centers, proprietary occupational	Vocational, human development, crafts, family affairs, etc.
Validation of Prior Learning for Academic Credit	Office of Educational Credit, ACE CLEP, ETS/CEEB PEP, ACT-N.Y. Regents Cooperative Assessment of Experiential Learning	CSUC Consortium Regents External Degree Thomas Edison College General Education Development (GED) Equivalency diploma University of London		Challenge exams Standardized exams Portfolios and panels Expert Assessment
Flexible Degrees	HUD External Degree Program Serviceman's College	Empire State College CSUC Consortium External degree programs		Metropolitan State University, Minn. UK Open University Independent Study degrees

Visual No. 6 KEY WORDS, PHRASES, ISSUES

"Regional Postsecondary Program Clearinghouse"
Role of Computers--Consumerism (legislative study)
Updating and disseminating data
"Yellow Books of Educational Information"

"Regional Advisory Centers" (Commission Study)
Educational Service Centers (Legislative Study)
Neutrality of counselor versus recruitment
"Community-Based Counselors Versus Professionals"
Educational Opportunity Centers
Educational Information Centers

Continuing Education Units

Assessment criteria--"Golden State College"
Criterion-referred assessment
Competency-based assessment and learning
Applied performance assessment
Prior experiential learning
Sponsored experiential learning
Credit bank--registry--passport

Extended degree programs
Adult degree and diploma programs
Learning contracts
Competency objectives and outcomes

So, reading horizontally on the matrix, information services, and so forth, brokering services and so forth--these are some of the institutions that you all have been recommending and considering, and embarking on--noncredit instruction, and so forth. Can you all read this, or should I read those? I've demonstrated one competency, probably my last one.

All right. Let's be more detailed about this. The basic point I'm making here is that these services--these are not institutions, these are services--these services can be offered in any of many different settings, organizational settings--in fact, are. Let's take some examples. There are information services; I'll skip the federal. If there are questions on what the government is doing, you can get it either from this, or I'll try to explain

it, especially if the Commission members wish to explore some of that. I'd be happy to explain any of this, now or later. But information services, for example, in Wisconsin there is an 800-number telephone service they call HELP which is Higher Education Learning Programs, I guess, and you call the number and you can find about where you can learn anything. Likewise, they have one in New York City like that, Lifelong Learning Center. But they're just information. They're not providing anything beyond the information.

Of course, every campus does that by--you could call it institutional marketing--by publishing its directory, its catalog and other brochure, by advertising, and so forth. But it goes on in many other places than at or in educational institutions. It's information about education. Some states are publishing directories; state directories of educational opportunities are being published by a number of states. The federal government is sponsoring the Department of Labor Occupational Information Services in eight pilot states not including California. There will probably be another round of that later on. So there's a lot of work in the information area because survey after survey shows that adults don't know what their options are. You can't assess something; you can't make an intelligent choice if you don't know what your options are.

Furthermore, surveys and other experience is showing that a huge catalog or 15 college catalogs does not solve all your problems if you're trying to resume study or pursue a degree after a break. So what has grown up are advisement, assessment, and advocacy services which we've given the name of brokering because they are intermediary services. They help to link the learner with the learning resource. And there is much federal steam coming up behind that activity, and you have some very good examples here in the State. Some of the Commissioners have visited the Educational Opportunity Centers that UCLA administers with federal funds in Los Angeles. They are brokers; they are helping people connect. They can't just give information; they help them fill out financial forms; they take them to campuses. It's a multifaceted service; it's more than information. I could say a lot more about that because I'm doing it, so I have to restrain myself. Here's the Regional Learning Service of Central New York which I run. I think it's important over here that you all have done some very interesting studies and proposals for such brokering activity. There's the Regional Advisory Centers that your commission studied, recommended, and as I understand, you have taken a position in favor of. Secondly, there are the educational service centers that the study commissioned by the Legislature has proposed, the Dick Peterson Grant. There are in Wisconsin, well, so there are two active ideas that you all are talking about.

There are some issues in that area, one is that of neutrality. Can a campus be a broker? Or how do you keep from being a recruiter when you're a broker? If you want to be a broker, how do you avoid being a recruiter if you're working in something? Now, there's a great deal of noncredit instruction going on, particularly in business, trade associations, unions, and so forth. It's rather obvious, but it relates very much to validation of prior learning which is a key concern today. What is prior learning? Well, presuming prior learning is the learning that takes place before you come to a campus, I think

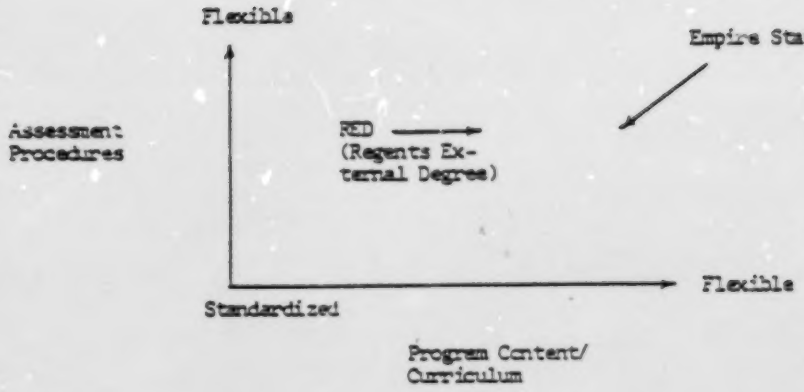
that's the way we're using the word. It's got to be prior to something else. Prior to what? Well, it's probably prior to matriculation for a degree. Is that experiential learning? Well, some of it is, no doubt--off-campus, nonstudy, nonacademic learning--but everybody's had some schooling pretty much; they're literate. Chances are they've had some schooling, so there's some nonexperiential prior learning, if you will. So I urge you not to equate experiential with prior, because there's experiential on the campus and there's nonexperiential when they arrive at the door. So there is a validation of prior learning for academic credit, so that a person is fitted in appropriately. The woman from Jamaica wasn't at Syracuse University being fitted appropriately for her level of learning, or types of learning in a degree program. And that's the challenge that's trying to be met. If we're trying to acknowledge--how do you find out and acknowledge what people have learned already when they start a program?

So a number of new institutions have appeared on the scene to work with that. The CSUC Consortium is very interested in this kind of assessment. The Regents External Degree Program in New York State is doing this; it does not offer instruction. Here's a case--what I've done on this chart is separated the institutions that do instruction from those who do not. You can assess learning without teaching. You can teach without assessing. It's going on here all the time. That's what that is about. They're not assessing for credit, but they're giving learning experiences. What I'm urging is that you make these distinctions. Then you can repackage; you can rebundle, but you can't rebundle so you unbundle, is my point. That's the purpose of this, and the purpose of this. Then you can make your choices: what collection of services do you want to combine? And what these institutions have done--the Thomas Edison College in New Jersey, the Regents External Degree Program in New York State, and in every state the GED high school equivalency program (it is an instructional program, but you can walk in and take the exam without going into a course, so at least as far as the assessment and certification aspects of that is concerned it's not an instructional program, but it is a validating program), and the University of London has been doing it for a hundred years with its external degree program throughout the commonwealth and the empire previous to that.

In the final category are flexible degree programs. That's not a very good generic term, but I couldn't find a better one. The fact is a great deal of new flexibility has been built in both in terms of how you assess and in terms of what the content is.

And if we have time later and you want to play a game, what you could do is take this chart--that we might leave up here--and you can be thinking about where an institution, for example, Empire State, that we'll hear about next, would fit on this chart.

Visual No. 7



This is assessment procedures from standardized at the bottom to, in lieu of a better word, flexible up here. So a standardized examination like the Scholastic Aptitude Test would be down here. The program content is another axis, and it goes from, if you will, standardized--I'm not too happy about that term--to something flexible out here. That may mean student-designed or student-input in content--that might be, well, what that flexible means. Well, the Regents External Degree Program, for example, has a good deal of flexibility about how assessment takes place. You can take the exam any time; there's no prerequisite, and you can take them now all over the country, probably four times a year. There's also some individualized assessment where you help to design the assessment. That's quite flexible.

What about content? Well, they have a business degree that was designed by professors of business administration, and it's absolutely the standard association-approved content. So, we would put that--the Regents External Degree Program--somewhere up over here, for example, and you can see where others might fit on that. Others will use standardized exams for very new kinds of information that might be way out here, and others will fit in between. So that's another set of flexible factors that you can think about. There's the unbundling of services, and there's also the fact that because you might become flexible about assessment doesn't mean that you're becoming loosey-goosey about content. And some people have that feeling. Well, if you're assessing, somehow designed for the individual, then you must not be very serious about what that individual's learning--and that sounds sort of corny the way I put that, but frankly lots of people have that feeling. That they don't go together, because you have two entirely different axes on that issue. So I'd like to conclude by urging you to unbundle and then rebundle, and think about the different kind of flexibility. Your Golden State College piece of legislation, in a sense, falls in two of these categories, and it could be simply validation. Or it could be validation and offer independent study, as well; and that would be basically it.

That's a choice. In other words, there are many choices to meet the needs of what are now the new majority in higher education, and that's part-time people. I'm very impressed that you're responding to them. Thank you.

RESPONSE

"Empire State College in Retrospect"

Ms. Nancy Tapper, President
Peralta College for Nontraditional
Studies
(Formerly Dean of Metropolitan
Learning Center of
Empire State College)

What I will do is consider some of the major issues or problems in granting credit for prior learning, and use my experiences from Empire State to illustrate some of the problems. So in a sense I'm intersecting with the title as stated in the program, but not completely.

I would like to start with the assumption that we are all reasonable people, and therefore that we will admit to the fact that people do learn outside of the classroom situation, that such learning can be demonstrated and assessed, and that also such learning can and should be accredited. I'm going to start at that point, and assume, therefore, that we are also talking about institutions which are equally reasonable and have decided to do that.

Once the institution has decided that it does want to accredit prior learning, what kind of questions or problems does that institution face? I want to examine just four or five of the major ones.

First of all, how much credit should we give; that is, in terms of maximum amounts, how much credit should we give? The variety of answers to this question that institutions have come up with is really quite amazing. Some institutions have just put their toe in the water and have decided to give at most 15 credits, or nine credits, or 10 credits--something on that order--for prior learning. Other institutions, like Empire State, have gone fairly far, since at Empire State the maximum amount of credit granted is 104 credits out of a possible 128. This means that a student must have a minimum residency of six months in order to gain a bachelor's degree--six months minimum residency for a usual four-year degree. At Empire State there were frequent arguments about whether that maximum should be raised or lowered. Some people thought that there should be no maximum; other people thought that 104 credits were too much to allow. I must confess to never having had much patience with this question. I see very little rationale in having any upper limits. Once you agree to the principle that learning does take place outside of the classroom, then how can you say but only so much? Thus it seems rather odd to be concerned about this question, but it is one that institutions do have to face.

A second major question, of course, is what process should be used: who should do the assessment, who should decide how much learning, what kind of assessment instrument should be used, etc., i.e., what is the whole assessment process? I'll say very briefly, what was done at Empire State. Each student

developed a portfolio, usually over quite a long time (a number of months), in which the student attempted to articulate the learnings that had taken place for them before they came to Empire State, and also presented documentation along with their own articulation of learning. That student portfolio then went to a faculty committee which considered the portfolio, and which also usually sent out pieces of it to so-called experts. Thus, if a student claimed to have learned something about early American literature in his or her independent study then that portion of the student's sortfolio was usually sent to someone who was a so-called expert in early American literature. And that person would examine the documentation and say, "Aha, this is worth 12 credits in early American literature," and all those expert opinions would be fed back into the faculty committee who would then consider the whole portfolio in the context of what the student wanted to do in the future.

Of course, the whole question of how to design this process is very complex. Institutions have come up with a number of different processes, but I want to point out one aspect of it which I think is very important to keep in mind. The problem with this whole area is that the more unusual kind of learning, that is learning that is farther removed from the usual academic kind of learning, is the hardest kind to assess, and the kind which gets, I would say, the worst bargain. Let me give you an example.

Supposing a student has been in prison for 10 years. Now I think that you would all agree that that's a rather profound learning experience, or it certainly has the potential for being a profound learning experience. I think we would also agree that it is an experience which is rather far removed from the usual academic experience or from the experience of the faculty member who's judging that experience. The farther you get from a faculty member's own experience, the harder it is for that faculty member to translate the student's experience into academic terms. Our nontraditional institutions were supposedly set up to serve nontraditional students, yet as a matter of fact those are the ones that we have the hardest times dealing with, because we are still locked into our own experiences.

I want to give you another, rather amusing example, one of my favorite examples, at Empire State. There was a very clever student who managed to do this translation of experiences himself. He had been, in his earlier and more foolish days, a dope pusher, and he claimed to have learned a great deal about running a small business through having been a dope pusher. He did the "translation" himself; he wrote a marvelous paper, pointing out all the things he had learned and translating them into small-business management terms, i.e., inventory control, marketing, supply and demand, and so on. He did a very convincing job of articulating and documenting exactly what he had learned about running a small business. That is rather unusual, and I think most students are not capable of doing that. They know they have learned; the faculty member may also feel that the student has learned, but it's very difficult for them to make that kind of translation into usual academic terms.

A third and related problem is the question of what terms should be used to translate or quantify the learning. Again, various institutions have come up with a number of different answers to this. Some institutions are bound to

assess only in terms of what's in their own catalog, because their own catalog is very holy; all learning that is possible is in that catalog. Therefore, any learning that has taken place before must be able to be translated into English 103 or Sociology 102, or whatever. Some faculty members, I will also say parenthetically, only think in three units terms. Credit only takes place three, six, nine, twelve--only in multiples of three.

Other institutions have used general academic areas, and thus have at least managed to break out of specific course titles. They have given, for example, 24 credits in English, or in American Literature, or History, or whatever. These institutions have used more general academic competencies, rather than specific courses. At least that's a step in the right direction.

Again, I want to give you an illustration which will make you question how small that step in the direction of generality is. This is another actual example from Empire State. One of the students who was going through the assessment process was a woman in her early 40's who had had a handicapped child. When her child was born she knew nothing about handicapped children--didn't know how to care for such a child, didn't know how to educate a child who was handicapped, and so on. She essentially designed her own self-study project; she started out first by being concerned with the very pragmatic aspects of how you care for a handicapped child. She went to the library, she went to various agencies, she talked to other people who had handicapped children, and so on. She then proceeded to widen her interests and became concerned with how other children related to handicapped children, how adults related to handicapped children, what kind of educational facilities there were, how could she realize the potential of her child, and so on and so on.

She wrote a very profound paper about her experiences, with a bibliography of the sources she had used over a period of about fifteen years, including people and agencies that she had consulted. How do you assess something like that? How do you translate that into three-unit academic courses? How do you translate it even into academic areas? She had a little bit of psychology, a little bit of sociology, a litlle bit of this and that, and a lot of some other things, but it simply doesn't translate into particular academic competencies.

I'm sure you're wondering what happened with that assessment problem. It was in the relatively early days of Empire State when things were somewhat more flexible than they are now, and we did assess that experience and gave it a quantified value, but we didn't try to translate it into credits for specific kinds of competencies. We used an undergraduate research project equivalent to provide the rationale for what we did.

The next question for institutions to consider is: how do you gain acceptance in the "outside" world for credit that is given for prior learning? I don't want to go into this very much because it does appear later in your agenda. It's certainly a burning question for most institutions. If we give credit for prior learning are we going to be considered "freaky?" Are our students going to have a hard time getting into graduate school? Et cetera, et cetera. I will tell you that experience at Empire State would indicate that it may be difficult in the early days for your students to get into graduate school and to be employed, but that situation soon changes because the students themselves,

I think, make the point. By the time I left Empire State, which was almost a year ago, I think that the students were gaining acceptance to virtually every graduate school in the New York City area. (I was in the New York City part of Empire State.) In some cases they were even being sought after. So I think there's too much made of that question, but I will leave further exploration for later in the day.

A last and rather important question for most institutions is cost. One of the great problems with cost is that most legislators are reluctant to give institutions money to validate learning that the institution hasn't had a part in. If the institution hasn't created the learning, the legislators are reluctant to give money for the process of validating the learning, even though the validation process is long and relatively costly to the institution if it's done right. Also, frequently the process of self-assessment in itself is a profound learning process for students. Empire State is a state institution which has tuition, but the assessment process was not charged for in the early days of the college. The assessment was just considered a part of the student's education, and part of what he paid his tuition for. A little over a year ago, however, there was an assessment fee of $80 initiated; it then was raised to $150 within, I think, a month or two, and then again, shortly, to $250.

There was another institution in the New York City area that was attempting to become an assessment center for other New York City institutions--that is, they planned to service other institutions that wanted to have their students assessed. That institution costed the process out and decided on that basis that they would have to charge something on the order of $300 per student for assessment.

Empire State tried to get the New York Legislature to fund the assessment process; they tried, I believe, for three years and got turned down, year after year. I think that's an important factor for institutions to consider, and I think it's also important for a state legislature to realize both the importance and the cost of this process.

These are very quick looks at some of the issues involved in crediting prior learning. They're obviously not exhaustive, and I'm sure some of the other lecturers will pick up some other issues. However, I think that these issues don't really get at the heart of the matter. I think the real question is nothing more nor less than this: what do we mean by a college degree? What is, after all, holy about four years, or 124 credits, or whatever?

Isn't it absurd, after all, to think that no matter what you're going to do, four years is just the right amount of time to do it in--whether you're going to be a mathematician, an historian, an artist, whatever--four years is exactly right? (I think it's very instructive, by the way, to look at where our four-year degree came from. I'm not going to tell you, but I think that it would be very interesting for you to look it up; it's both shocking and amusing.)

I believe that we have to come to some agreement as to what an education is, and what an educated person should know and what they should be able to do, and that we should then base our degrees on that; that we should base our

degrees on competencies that can be demonstrated, and not be concerned about where those competencies came from or when they were acquired or how they were acquired. Until we can do that, I think that we are going to constantly find ourselves in the absurd situation of trying to translate what a man has learned in 10 years in prison into so many hours in such and such a class.

"The State of the Art: University of California"

Dr. Richard Dorf, Dean
Division of Extended Learning
University of California, Davis

The Academic Senate Board of Admissions and Relations with Schools sets University admission standards. The Director of Admissions determines for all campuses the advanced standing credit granted at the time of admission, and the use of the credit so granted in satisfaction of the requirements for the degree is determined by the dean of the college or school that will award the degree.

Transcript credit from accredited institutions is accepted for course work of quality comparable to that required of students in the University, as long as the credit represents courses that are compatible with program degree requirements and is within the maximum amount imposed by residency requirements. The acceptability of the content of a course for transfer credit is dependent on the fundamental question: Is the course appropriate to the functions assigned to the University as part of the state system of public higher education?

A new policy on transfer credit for experiential learning in programs known as cooperative education, field experience or study, work-learn, and work experiences was recently approved by the Board. Beginning with work completed in Fall 1974, and for a trial period of five years, a maximum of six semester or nine quarter units may be granted for experiential learning if it meets the guidelines. On request, an experiential learning program in a California Community College will be reviewed by the University Director of Admissions for inclusion on the college's list of transferable courses.

On the basis of examination results, advanced standing credit is granted for some General and Subject examinations of the CEEB College-Level Examination Program (CLEP) and for certain formal education and training experiences offered in the armed forces, which do not duplicate other transfer credit earned in regular course work.

Subsequent to admission to the University, the student may petition to validate by examination course work from an unaccredited institution or subjects learned through independent study for which advanced standing credit has not been allowed. The admissions officer decides what credit, if any, may be validated and confers with the appropriate department regarding arrangement for the examiner and the test.

Students currently enrolled and in good academic standing on any of the University's campuses can validate knowledge in a given subject area and be granted credit and/or excused from specific course work by passing an

appropriate examination approved by the dean of the school or college. Students, however, do not widely exercise this option. An informal polling of several campus Registrars' offices elicited low estimates--from 60 petitions a year at Riverside, to 100 at Berkeley, and 160 at UCLA (graduate credit by examination is a minor component of these figures)--indicating limited student interest in seeking this kind of credit for prior learning.

On the other hand, University students are increasingly pursuing credit for experiential learning as student interest in practical experience grows, and administrative skill in structuring academically meaningful programs is developed. Work-learn internships are now available campus-wide at Davis. The Riverside academic internship center acts as a clearing-house for its campus internship activity and as liaison with the academic departments in negotiating internships and academic credit. The Community Studies Program at Santa Cruz and the Field Studies Program and Community Health Theme House at Berkeley integrate work experience in the community with formal instruction related to the area of the work experience.

Another mode of experiential learning is embodied in programs such as those at UCLA and the Irvine campus which seek to extend the learning experience to the undergraduate resident halls. There, students and teaching residents with a common interest in languages and other humanities can interact with each other in intellectually and culturally oriented activities such as field trips to museums and theaters, lectures, films, workshops, and seminars.

In addition to the variety of campus programs, many campus departments offer students the opportunity to propose a highly individualized fieldwork or field study course under the supervision of a faculty member, and incorporate in many individual courses appropriate elements of experiential learning in non-classroom, off-campus activities of various kinds. Over 10 percent of the specially-funded instructional improvement projects include an experiential learning component.

For the first time this fall, the Tutorial Degree Program, a self-directed course of studies leading to the Bachelor of Arts degree awarded by the Union for Experimenting Colleges and Universities is being offered by the University Extension at UCSD.

Thus, the University has recognized the increasing diversity in student background, skills, and goals, and has responded to accommodate to these differences.

The Need for a Validating Institution

Although the University acknowledges that there may be a need for academic certification of persons who have acquired knowledge or skill in other than academic settings, we feel that the Postsecondary Alternatives Study data does not support the need for a validating institution. The University has already responded to the Postsecondary Alternatives Study and copies of our analysis of the study's methodology of assessing need and the study's recommendations are available to participants in this symposium.

Given the inadequacy of the needs assessment, the University believes a more appropriate response to meeting the needs described, to the extent they do in fact exist, would be through existing, tested validating services (now in California and those outside the state) in response to actual demand.

The Proficiency Examination Program (PEP) of the American College Testing Program (ACT) and the University of the State of New York, has recently been made available in California. PEP is a nationwide testing program designed to assist postsecondary institutions in granting college credit by examination. The examinations have been used extensively for more than a decade. No fees are charged to participating educational institutions. Costs of the program are covered entirely by student fees.

Out-of-state validating services are available to Californians through the Regents External Degree Program of the University of the State of New York (USNY). Credit is granted through transcript and course evaluations, examinations, and special assessment of acquired knowledge in subjects for which no standardized tests exist or for which the available tests are inappropriate. Regents External Degree statistics for residents of California are: 174 graduates and 229 currently enrolled, as of August 1976. USNY also serves as a repository for student records, through the Regents Credit Bank. Designed for persons not pursuing a Regents degree, the credit bank assesses proficiency examination scores (CPEP, CLEP, USAFI, GRE, AP, etc.), transcripts from military schools and selected civilian agencies, as well as from accredited colleges, in accordance with the policies established by the external degree faculty. A single, comprehensive and cumulative transcript is maintained for each enrollee and is sent upon the enrollee's request to any institution or agency.

These two programs have been cited as examples of validating services currently available to Californians, but not well-known by California adults. The perceived student demand for validating services may well be adequately served through expansion of the CSUC Consortium and statewide publicity of available validating services directed specifically to the target population.

"The State of the Art: California State University and Colleges"

Dr. David Provost, Dean
New Program Development
and Evaluation
California State University
and Colleges

It is usual to discuss experiential learning--and for that matter most nontraditional approaches to teaching and learning--in terms of what are called nontraditional students. These are often defined as those outside of the 18-24 age group.

For the past four and a half years the California State University and Colleges has requested and received support for the Fund for Innovation and Improvement in the Instructional Process. Sometimes referred to as "the Innovative Fund," this program has placed its focus on testing new approaches to learning for regular, on-campus students, many of whom are nonetheless outside the so-called "traditional" age range. The average age of CSUC students is 26.

There are several points I wish to make before providing some detail concerning specific efforts supported by the Fund. There are generally recognized to be two kinds of experiential learning, sponsored and prior. Sponsored experiential learning is undertaken within an academic program and often involves a version of an educational contract between the student and a professor or department. This contract specifies the kinds of learning that are expected and the bases for evaluation. Cooperative education and internships are examples. Though much remains to be done in exploring the best means of maximizing and assessing the educational experience that takes place in such programs, they have a long history in this country and are widely accepted as academically creditable.

A survey of such programs in the CSUC found there were 13,000 students and 2,000 sites in businesses, government agencies, volunteer organizations and other nonnollegiate work settings involved in such programs in 1974. The Innovative Fund has supported several such programs where the approaches have represented variations on the traditional. As an example, I might mention the Center for Community Internships and Cooperative Education at Fullerton which, through a coordinated placement service, arranges work experiences that are integrated with academic programs for some 800 students each term. (Last year we funded the Sacramento Semester program for outstanding political science students in the system to spend one term in a legislative or administrative office in the State Capitol in conjunction with Sacramento State's political science program. Next week the system is co-sponsoring a major conference on cooperative education models, processes and evaluation methods for educators in this part of the country.)

Faculty are generally justifiably cautious in granting credit for experiential learning, especially for prior learning. This results from a number of factors, not least of which is a concern for standards and doubt that learning through experience is academically creditable in the sense it is equivalent to learning that takes place in the college classroom setting and under academic supervision.

The second and more controversial area then is that of assessment of prior learning, our credit by evaluation program. Two approaches predominate. The use of standardized or other challenge examinations for determining learning equivalent to that gained through normal college class work is fairly well-known. The College Level Examination Program (CLEP) contains a battery of tests, including five in general education and over 30 in specific courses such as introductory American history or political science, chemistry, physics and so on. Under the auspices of the Chancellor's Office and the Innovative Fund, a number of these examinations have been

reviewed for establishing system policy with respect to the award of credit. Time does not permit a detailing of the procedures we have followed, but they have involved extensive consultation with system faculty.

Our most dramatic program of credit for prior learning in this mode is the English Equivalency Examination which is composed of a standardized examination from CLEP, the Analysis and Interpretation of Literature exam, and a two-essay component developed by English faculty in the system. This examination, endorsed by the system's English Council and offered each May on all 19 campuses, has been administered to nearly 14,000 students over the past four years and approximately 4,400 have demonstrated learning equivalent to having passing freshman English and have obtained six semester units of credit upon entering one of our institutions. Plans are now being made for a science equivalency examination afternoon during which students will be able to take several such approved examinations in one sitting.

The second approach to assessing prior learning is even more controversial, the assessment of prior learning which is not course equivalent. Here the CSUC has taken a leadership role nationally through its involvement with the Cooperative Assessment of Experiential Learning (CAEL) project. Originally a project funded by the Carnegie Corporation and administered by the Educational Testing Service (ETS), this project has grown from 10 participating institutions of higher education to nearly 250 this fall. CAEL is engaged in validation of assessment procedures, faculty development programs and a wide range of activities to improve both assessment techniques and the credibility of the programs among both faculty and administrators. San Francisco State, under the leadership of Urban Whitaker, has taken a leadership role in the faculty development program. Professor Whitaker will be speaking to you later today and can provide more information on this program if you wish.

The Innovative Fund has provided support to the San Francisco assessment program which involves use of the portfolio to demonstrate learning achieved. This learning is generally of an interdisciplinary character and not susceptible to testing through standardized instruments. It is worth mentioning that 98 percent of students surveyed after completion of the program believed they expended more effort in obtaining the credit awarded than they would have in a more traditional class. The Fund this year is providing support for faculty development workshops for faculty from 12 CSUC institutions and focusing on techniques in assessing both sponsored and prior learning which have been developed in the system and through CAEL. New programs are expected to result.

One other activity should be mentioned, the funding of a feasibility study for a possible registry/advisory service through which students would be assisted in identifying that learning they have had which might be academically creditable. A referral service for students seeking information on where such learning might be accepted for credit toward their educational objectives is also under review. Dr. McCabe may give further information.

In this brief period it is impossible to do more than provide an overview of the programs in this area. It is fair to say that the state of the art is a mixed picture, especially in the area of prior learning assessment and that much remains to be done, both in validation of processes and establishing credibility. With that said, progress is being made and is continuing. It is a slow and laborious process but one that promises great returns in reducing academic redundancy and enhanced learning opportunities for our students.

"The State of the Art: CSUC Consortium"

Dr. George McCabe
Director
California State University
and Colleges Consortium

The Consortium is known as The Thousand Mile Campus; however, when used more precisely the term describes all of the educational activities of The California State University and Colleges which are designed to serve the adult part-time student. The Thousand Mile Campus includes the four-hundred plus baccalaureate and graduate programs offered on our campuses in the evening and on weekends to more than 65,000 adults over the age of 25. It includes the 33 programs leading to Consortium degrees in eight academic fields. The Thousand Mile Campus includes 53 external programs leading to degrees from CSUC campuses. In all, a total of more than 70,000 students over the age of 25 are enrolled in The Thousand Mile Campus via on-campus evening programs and off-campus external programs in a total of 24 different academic majors.

It is important to discuss the functions of The Thousand Mile Campus as a totality, if ever so briefly, before discussing assessment of prior learning because, in our judgment, assessment belongs in an educational context. We think it is more sound to discuss educational institutions whose functions include validation of prior learning than it is to discuss validating institutions. We note, in passing, that Empire State College, referred to earlier in the program, is primarily an instructional institution--an educational institution--and that their assessment of prior learning is an inseparable part of the student's educational plan.

The mandate given by Chancellor Dumke to our Commission on External Degree Programs, and to The Consortium, was to find ways of making the educational resources of the California State University and Colleges more accessible to part-time adult students; to devise ways of extending higher educational opportunities to those who were denied access because of geographic isolation, time constraints, inability to spend lengthy periods of time in on-campus study and so forth.

It has been our responsibility to innovate, as necessary, to increase access to higher education. Our responsibility has been to extend the opportunity for higher education to those adults to whom it has been denied not to provide an alternative for the full-time student of traditional college age.

We respect and are excited about the worthy experiment taking place at Empire State College. But we also think it is important to note that half of Empire's student body and two-thirds of its FTE is made up of full-time students; that even though Empire's program is a State-supported and Foundation-supported program that the head count for part-time students in CSUC external programs alone is twice that reported for Empire as of June 1975.

In our efforts to meet our charge we have innovated. Sometimes we have merely used a new system of instructional delivery--"old wine in new bottles." Sometimes we have developed wholly new, nontraditional curricula. Sometimes the instructional intervention, itself, has been innovative. Sometimes our innovation has included assessment of prior learning. Once in a while we do all of these at once. But, our goal has not been to innovate, per se; our goal has been to do whatever we can do, responsibly, to increase access to instruction.

Our efforts to assess prior learning should be considered within that context. We believe that access is improved and involvement encouraged if prospective adult students are given academic credit for what they already know, without respect to where or how they acquired the knowledge; that given such a running start they are more likely to follow through on their plans for continuing their higher education.

To this I would add that--measured solely in numbers--our success has not been matched elsewhere in the country.

Let me give an example of validation of prior learning which is an inseparable part of the total educational program. Cal State Sacramento, with the assistance of The Consortium, offers an external program in Nursing in Stockton, Solano County, San Francisco and in the East San Francisco Bay. This is a program designed to serve Registered Nurses who do not hold bachelor's degrees. These practicing nurses enroll in a two-course sequence in which, in part, evidence is sought regarding prior learning which may have taken place, for example, in academically unaccredited hospital training programs. Those whose prior learning is validated may earn up to 58 semester units of Sacramento credit. Furthermore, the evidence is that most nurses completing these two screening courses score at the 70th to 80th percentile on the National Nursing Exams.

Similarly, the statewide independent study program leading to a bachelor's degree in the Humanities, offered in cooperation with The Consortium by CSC, Dominguez Hills, offers opportunities for credit for prior learning which is relevant to the objectives of that degree program. Copies of the Student Handbook describing these procedures are being distributed.

Many students enrolled in Consortium programs have had extensive experience in a variety of areas. Some of this experience may have resulted in learning that is equivalent to college-level knowledge and skills.

The Consortium offers students in its undergraduate programs the opportunity to demonstrate what they have learned outside of college and, where the learning is found to be appropriate, to earn credit toward their degree.

The Consortium does not award credit for experience as such. It does provide students with the opportunity to demonstrate what they have learned from their experience.

Credit may be obtained toward general education or major requirements, as well as general elective credit. In some cases, credit may count toward admissions requirements. No indication of unsuccessful performance is posted on the student's permanent record; there is no penalty for failing to obtain a passing score or grade.

There are two ways in which students may earn credit for prior learning: (1) standardized tests and (2) individual assessment.

We are distributing a number of documents for your interest. One is a brochure, Ways to Earn Credit by Evaluation (For Learning Acquired Outside of College) which we are about to distribute to all Consortium students. Another is entitled, Student Handbook on Credit by Examination. The third document has the foreboding title of The Assessment of Prior Learning In a Traditional Decentralized Setting: Flexibility Within the Challenge Examination Framework. This is a reprint from a document published for CAEL by ETS entitled: Initiating Experiential Learning Programs: Four Case Studies.

CLEP and New York Regents examinations are available in 15 academic areas and additional tests are now under review by faculty committees.

In the many other areas not covered by these tests, The Consortium has developed procedures for "Individual Assessment." These procedures were developed with the assistance of a CAEL grant.

The learning acquired in a noncollegiate setting must correspond to the objectives of appropriate CSUC courses. For example, someone with experience in woodworking or photography may have acquired the knowledge and skills that meet the objectives of courses offered in a CSUC department of industrial studies. Or, an individual who has been employed in a city or county governmental position may have acquired knowledge that can lead to credit in a field such as urban studies or political science if it meets the objectives of courses offered by the appropriate department(s). The student is given an "individually administered challenge examination" to find this out.

In some cases, where the student's knowledge does not entirely qualify for credit, The Consortium will endeavor to provide feedback as to how the student may supplement his/her knowledge in order to meet course objectives, for example, through supplemental reading, and gain credit.

A CSUC faculty member determines the most appropriate method for the student to demonstrate his/her knowledge. It might be an oral examination, a written examination, a term paper or project, a presentation of a portfolio, or any other method that the faculty member, with the approval of The Consortium, deems appropriate. The faculty member, after assessing the student, writes a recommendation which is, in turn, reviewed by a faculty committee which is a subcommittee of The Consortium Advisory Committee, the Advisory Committee being a standing committee of the Statewide Academic Senate.

A somewhat different approach to assessment is one in which faculty teams evaluate training and education programs offered by noncollegiate organizations, and recommend academic credit for the students who have completed these programs, rather than assessing the students individually.

We are distributing a brief description of the Project on Noncollegiate Sponsored Instruction in which the Consortium under agreement with the American Council on Education, serves as the agency in California for reviewing and recommending for academic credit programs of instruction offered by business, industry, labor unions and public and private agencies.

As I described in the instance of the Sacramento external program in Nursing, some of the most important and effective assessment of prior learning--indeed, perhaps most of the assessment of prior learning--takes place as an integral part of instruction and the designing--the tailoring--of the educational plans of students. With us this morning is Dr. Joseph Satin, Dean of the School of Humanities at California State University, Fresno. Dr. Satin was the chairman of the committee which developed The Consortium undergraduate major in Liberal Arts. He has spent many hours of his own time talking to adult would-be students in Visalia and elsewhere in the San Joaquin Valley. He played a major role in the establishment of The Consortium cooperative program with Visalia College. It is my privilege to introduce Dean Satin.

"The State of the Art: A View From the Hinterlands"

Dr. Joseph Satin
Dean of Humanities
California State University
Fresno

What I have to say will have little direct bearing on academic credit for experience. In my own defense, George McCabe phoned and asked me if I would talk about the Consortium Liberal Arts program in line with credit for experience. I told him I knew very little about such credit and he siad, "Well, just talk for five minutes." I didn't know at the time that that constituted a major speech.

The Liberal Arts program I'm to talk about was devised by six faculty members under the aegis of the CSUC Consortium. We think of the program as a breakthrough, because, quite simply, it examines ways of knowing as well as the learning process itself. We liken it to the so-called student analysis some mental patients go through, wherein they not only learn what's wrong with them but also the methodology by which illnesses may be eliminated or cured.

Our program subdivides "ways of knowing" into three. One learns by soaking up the materials of a discipline or area of knowledge: that is what we call its literacy component--in effect, its vocabulary, what it has to say, its content. One also learns by dealing with the methodology or heuristics of an area of knowledge: that is, how one manipulates, uses, assesses the data involved in that knowledge. And finally one learns through what we call synthesis. For example, if one has the perception of "apple" and the perception of "falling" and he's Isaac Newton and combines those two perceptions, he develops the conception of the theory of gravity. That conception, so derived, is a synthesis, its process being a setting of the mind to working.

Our committee ran I don't know how many hundreds of trial programs using the three ways of knowing and finally arrived indictively, at these unit requirements for our degree program: 33 units in literacy; 9 in methodology; 6 in synthesis. These, we concluded, would form a workable package as the core of a 60 unit upper division program--plus 12 units of electives, so that the student could further emphasize whichever way of knowing most appealed to him.

So much for the theoretical or ivory tower aspect of our Liberal Arts program.

Last Fall I decided to take the program into the field and try it out, at the College of the Sequoias in Visalia, to see how it worked in actual practice. In other words, how would students respond to a program concerned with just plain learning. As our program is designed, the student may, with in the framework of literacy, methodology, and synthesis, pick any three disciplines or areas of learning he really wants to explore and then develop them in his own directions so that when he comes out at the other end he has not only learned those three areas but also how learning takes place in those areas. In sum, he knows how and why as well as what.

Since our program is in essence more inner-directed than other-directed, I went to Visalia with a view to turning up adults who had in general made it in life, who had gone through a little bit of college, who wanted to learn for the sake of education. I interviewed, in Visalia and the surrounding areas, over 300 prospects with results described in an article I co-authored entitled "Giraffe and Clydesdale and Finless Fish." It will appear in the March, 1977 issue of Liberal Education.

For now, here are two observations that I made, one of them relevant to today's central theme of credit for experience. My first observation was that a surprising number of interested adults were clustered in the agrarian areas around Visalia, in such places as Earlimart, Orosi, Corcoran, Tulare, Hanford, and

Lemoore. The majority, though, were more interested in traditional education than in our highly self-motivating program.

But at the same time we did attract 86 people into our Liberal Arts degree program at Visalia. At which point the problem immediately arose that, since these were adults, all had had outside experience. Virtually all of them asked, "What credit do you allow for this, that, and the other kind of work I've done?" Whereupon I did what any meticulous scholar would do: I phoned George [McCabe] and hollered for help. And he sent down two competency assessment people who worked for a total of three days and nights, interviewing, giving tests, and so forth. My second observation, then, is that any program, even one as ivory-tower based as our Consortium Liberal Arts model, needs, when it gets out into the outside world, a good deal of competency assessment involving credit for experience. Which is how I learned that our central topic for today is not only novel but useful as well.

"The State of the Art: California Community Colleges"

Dr. Clarence Mangham
Assistant Chancellor
Educational and Facilities Planning
California Community Colleges

An accepted definition for credit by examination is a procedure by which a student not formally enrolled in a course may receive credit for that course by passing an oral, written or manipulative type examination. A variation of this procedure, sometimes referred to as "challenging the course," permits the student to take an early final examination during his enrollment in a course to receive credit.

The importance of the concept of credit by examination lies in the growing practice of recognizing achievements in other institutions and in life experiences. Under this practice students can earn credit toward a degree and apply satisfactory completion of standardized measures toward degree requirements. Such accreditation is limited and such limitations are determined for Community Colleges by the College Boards of the local Community College districts in accordance with regulations established by the Board of Governors. The two most used forms of credit by examination in California Community Colleges are credit by challenge and participation in the College Level Examination Program (CLEP).

The general authorization for credit by examination in Community Colleges is given in Education Code Section 25518.6. This Code section authorizes credit by examinations approved and conducted by the proper authorities of the college. Title 5 of the Administrative Code, Section 51302.5, Credit by Examination, extends such credit only to a student who is registered at a public Community College and is in good standing for a course listed in its catalog. The provision is further made that units thus obtained shall not be counted in determining the 12 semester hours of credit in residence required by Section 51623.

Several general principles are evident in these statutes:

(1) A student cannot take comprehensive examinations for two years' credit and an A.A. Degree

(2) Credit by examination is done on a course-by-course basis

(3) Credit by examination is up to the discretion of the Community College district as to whether it will implement such a program

It should be recognized that credit by examination practices, while exercized within the parameters of the California Education Code and corresponding Title 5 regulations, are not necessarily uniform. This may stem in part from the fact that credit by examination is not a category of education directly eligible for state apportionment in public Community Colleges, since it cannot be included in ADA accounting. The following are examples of such varied practices:

Example A: Credit by examination may be granted for proficiency previously accomplished in other than an accredited institution, for experience, study, travel, or for formal service-connected courses essentially equivalent to a course for which credit is being requested. Units and grade points earned shall be counted toward the Associate in Arts degree.

Example B: Removal of prerequisites for advanced placement is approved on the basis of written evidence of qualifications through previous training or experience. Also, advanced credit may be granted for high scores on College Entrance Examination Board Advanced Placement Tests. A student is not permitted to obtain credit by examination unless he has enrolled in the course and the instructor has outlined the requirements for successful completion.

Example C: A student may petition for credit by examination only after completing 12 semester units at the college with a minimum grade point average of 2.25. Except for students in the nursing program, the maximum amount of credit permissible shall not exceed 15 semester units including not more than 50 percent of the credit required for the major subject field.

Example D: A regularly enrolled student may obtain credit by examination on the basis of previous training or experience. Unit credit for courses successfully challenged will not be awarded until the student has successfully completed 15 units of work at the college.

Example E: A currently registered student with 2.0 grade point average may petition for credit by examination during a regular semester with a maximum of 15 such units.

Some of the issues associated with credit by examination seem to apply to all postsecondary institutions. Such issues include:

1. Shall accreditation of school of origin be a requirement in recognition of completed course credits?

2. Do government-conducted schools require accreditation?

3. Shall students with completed courses from such institutions be required to take examinations?

4. Shall prior work experience without formal academic studies be a category for approval of credit?

5. Shall limits be set to the amount of credit that can be earned by challenge-examinations?

Further actions should include:

1. Seeking articulation agreements among postsecondary segments so that approval for credit, once achieved and granted, shall be acceptable for meeting transfer and degree requirements.

2. Seeking legislation to redefine the basis for ADA to allow for credit by examination in Community Colleges where it applies to the concept of self-pacing, open entry and open exit, and other arrangements intended to provide for individual differences in learning.

Although the majority of Community Colleges are involved in some form of credit by examination, this involvement is very limited. In some institutions, a student may challenge a course in only one or two subject areas.

Recognizing that the present funding procedure for Community Colleges offers little incentive for these institutions to develop extensive credit by examination programs, the Chancellor's Office staff addressed this and related problems in a series of recommendations to the Board of Governors at its September meeting. The following section presents these recommendations.

Recommendations

The present pattern of subsidizing educational innovations in the California Community Colleges is founded almost exclusively on special appropriations from operating budgets, except where federal funds are available.

1. In the light of existing appropriations for innovations granted to other segments of higher education, legislation is recommended which would grant equitable funding for innovations in the California Community Colleges.

Two options are suggested for consideration by the Board:

Option 1. Require new funding procedure to be derived from state appropriations to the colleges. This plan would require each Community College district to allocate from its resources available for current operations during any fiscal year a mandatory amount of not less than a stipulated percentage of the previous year's state appropriations to the district to be used for funding alternative programs and activities in accordance with regulations and guidelines authorized by the Board of Governors.

Option 2. Establish a Fund for alternatives; approximately equivalent to a stipulated percentage of the total state apportionments to the Community Colleges. This Fund for Alternatives should not impinge upon existing practices, formulas or criteria regulating state allocations to the Community Colleges, but should be established as a separate program in accordance with regulations and guidelines authorized by the Board of Governors.

Option 2 should be developed for legislation.

2. Develop legislation to replace existing Education Code sections concerning Coordinated Instruction System programs and courses to expand opportunities for nontraditional learning, whereby providing a more extensive scope of instructional designs and methodologies. Under these new provisions, programs would not require immediate supervision but would maintain access to, and control and evaluation by the instructor-of-record. These programs should operate within the mainstream of the college offerings and state apportionment procedures under authorization and guidelines established by the Board of Governors.

3. Recommend legislation for pilot programs to align educational objectives with state apportionment processes. Establish state apportionment for individualized learning programs based upon validated accomplishment of instructional objectives rather than classroom attendance. The conduct of such programs should follow guidelines established by the Board of Governors.

4. Promote intersegmental cooperation to meet the educational needs of part-time adult students, including (1) regional planning for advisement, (2) cooperative data collection and dissemination services, (3) shared technological facilities and other educational resources, (4) improved intersegmental articulation and (5) new agencies and services, where applicable.

If the Board adopts these recommendations, the Chancellor's Office will develop a Program for Alternatives for Board consideration in December 1976 and adoption in February 1977. This program would be directed toward the following objectives:

(a) better identification of the special needs of individual students, particularly those new or traditionally unserved clientele;

(b) improved response to those needs through design and delivery of programs using such modes as

experiential learning
individualized instruction,
independent study, and
competency-based student evaluation

(c) improved design and delivery of services in

guidance and advisement for career planning and information about postsecondary opportunities; and

(d) related staff and facilities development and support necessary to effectively carry out these efforts.

Program activities would include

(1) proposed legislation establishing a Fund for Alternatives, administered by the Chancellor's Office beginning 1977-78, to support state and primarily College programs directed toward the above objectives;

(2) proposed legislation to correct existing statutes which constrain Community Colleges from accomplishing the objectives of the Program along with new statutes to provide incentives for Program development;

(3) coordination of the many existing on-going efforts in Community Colleges or other segments of PSE with new or pilot efforts initiated under this program, including vigorous efforts at intersegmental cooperation specifically avoiding the duplication of activities already undertaken by the Postsecondary Commission;

(4) collection and dissemination of information about existing related developments and programs both in California and nationally; and

(5) further studies, as needed, into related areas such as

needs of special clientele,
relationship of adult lifelong learning needs and part-time enrollment; etc.

Board Response

The Board of Governors adopted the above recommendations with the understanding that the Chancellor's staff would develop specific proposals for legislation and/or Title 5 regulations pertaining to each area covered in the recommendation. Staff plans to present its proposals to the Board in February, 1977.

"The State of the Art: The Private Sector"

Dr. William M. Shear
Academic Vice President
Armstrong College

My short presentation is intended to give some perspective on recognition of prior and experiential learning by private colleges in California today.

In order to be clear, there is a need to define terms. In my opinion, all learning is experiential since experience means apprehension through the mind, senses, or emotions. To learn means knowledge, or comprehension or mastery through experience (or study). I think what people usually mean by experiential learning is learning outside a structured classroom situation.

I am using the term "recognizing" learning rather than granting credit for learning because granting credit is a more limited concept. The real purpose of the movement, if there is a movement, toward "experiential" education is for individuals to recognize, themselves, what they know, to be able then to use what they know in the world, and to be able to demonstrate to others what they know, or have the world recognize what they know. Granting credit is one type of recognition. A college degree is one type of recognition.

The major problem in recognizing experiential learning, whether prior or current (by the way, I don't differentiate between these as far as value or use to a person--I don't see any difference), is defining what has been learned, proving it, and placing some sort of value on it. CAEL recognizes this is by listing six steps of assessment:

1. Identifying what has been learned.
2. Articulating what has been learned.
3. Documenting the learning process.
4. Measuring what has been learned.
5. Evaluating what has been learned.
6. Record for transcript purposes.

The same problems exist in classroom situations, but we tend to ignore them or think we do an adequate job in the classroom. Programs based on experiential learning usually pay more attention to each step of the assessment process.

There are many accepted forms of granting college credit for prior or experiential learning. These are used in private and public colleges.

1. Credit for service in the Army, Navy, or Air Force.
2. Credit for standardized examinations, such as CLEP.
3. Challenge exams.
4. Various cooperative education programs, internships.

Problems can arise when other methods are used to recognize or grant credit for experiential learning.

I'll briefly summarize a few programs that exist in the private colleges in California.

The CAEL working paper number 7 lists five private colleges in California that offer credit or recognition for prior experiential learning: Armstrong College, California Baptist College, Johnston College, LaVerne College, and the University of San Francisco. This list is not a complete list. It should also include:

Learning Recognition Program, Armstrong College
Antioch West
California Western University
Johnston College
Goddard College
Bay Area Open College, Wright Institute
College of Human Services
Coro Foundation

Antioch West (about 1971)

The original proposal for Antioch West was to incorporate five kinds of activities and resources:

1. Apprenticeships and internships in the community
2. Seminars, classes and tutorials
3. Lectures or special programs
4. Classes at area institutions
5. Studio and laboratory activities

California Western University

The institution evaluates past experiences by asking students to fill out forms and write about their past experiences, send in transcripts.

Acceptance for advanced degree by correspondence is based on this evaulation. Then the program is a series of study questions.

Charges are specific amounts for specific degrees:

Bachelor's	-	$1,200
Master's	-	1,300
Doctor's	-	1,400

Johnston College (1969)

When students register, they contract for and record their full study plans. Comprehensive, personal critiques containing course descriptions and assessment of student performance replace traditional transcripts. Much of the learning program seems to be other than formal classroom learning. Evaluations are written by faculty instructors.

Goddard College, Adult Degree Program (1963)

Goddard is located in Vermont, but there are students and advisors in California.

There are periods of residence and six-month periods between residencies. The six-month study periods are planned in residence. Some students take extension courses, some do research, use jobs or travel as learning experiences, leading to a B.A.

Eight semesters may be reduced as much as two semesters through high scores on CLEP tests. Advanced standing may come from favorable evaluation of "critical life experience." "Normally, up to one semester of advanced standing is given for critical life experiences, although up to two semesters may be given in rare instances."

Bay Area Open College, Wright Institute (1976)

Students may earn up to 15 upper division credits through participating in interdisciplinary Life Experience Analysis Seminars. An additional 30 lower division credits can also be earned. This is possible through demonstrated achievement of knowledge in areas now taught in California colleges and preparing a life experience portfolio.

College for Human Services (Projected in California, 1977)
(New York, 1964)

Professional school offering a full two-year graduate program for the Human Service profession. "Students are admitted on the basis of personal qualities, technical skills, and past experience relevant to and needed for successful job performance; therefore, no formal academic credentials are required."

Students are placed in professional service organizations. Student draft proposals for achieving each of the listed competencies.

Coro Foundation

Experiential program to train community leaders. Operates in San Francisco. Limited number of students are interned in business, government, and private agencies. For many years there was no credit and no degree attached. Recently, evidently responding to need, a master's degree program is an alternative.

This wasn't considered necessary for a while, and participants were anxious to get into the program just for the sake of learning. Many Coro graduates have been successful without a degree. The same learning process might be possible for an individual, alone, but something like Coro provides access.

Summary of the "State of the Art" at This Time

There is no method of evaluation that is absolutely exact. This is true in traditional classroom situations as well as evaluation of prior/experiential learning.

We're used to calling evaluation methods in the classroom "objective" when all of them are actually "subjective." Evaluating prior learning is no more nor less subjective.

In the classroom we depend upon the training, expertise, and experience of the faculty member. In evaluating prior/experiential learning we must also depend upon logic, expertise, and experience.

In my opinion, many of the relatively new experiential programs are doing a much better and more careful job of granting credit or recognition than most college faculty members do in the classroom. Most new programs require much more extensive proof of learning.

"The State of the Art: Private Institutions"

Mr. Michael Howe
Director of Continuing
Education
University of San Francisco

I'm from the University of San Francisco, and one of the first things I would like to do is pattern my remarks around what Nancy Tapper had to say. I think that's what we're here to learn about--how this whole process works.

One of the first caveats I'd like to share with you is that there are incredible impacts for starting a program of this sort. Many of you know that, and these are impacts both to the student, the university, to university communities, as well as to the community itself. The first and second issue actually are covered rather specifically in some materials that I've brought with me, and if you would like to have some of those materials, I'll put them out on the back table there.

Basically, these are the first two issues: credit? How much? I'd like to echo what Nancy had to say and that is that it's very hard to just stick your foot a little bit in the water. You have to get in, and our program is eligible for 98 units. If a student can prove to the faculty at the University that he or she has developed the understanding, the knowledge that is equivalent to 98 semester units, he or she can receive them. The caveat--nobody has achieved that yet, but it's open. We tell the students very frankly it's going to be very difficult to do that.

The second issue, process, and this is most likely the most crucial issue, especially for a university like USF, a traditional school, better than 120 years old, with Jesuit foundations, and lots of reaction to programs of this sort of which I'm sure many of you read recently in the Chronicle of Higher Education, as well as in local newspapers. I don't think this program itself was a result of those issues, but I think it had something to do with it. The process basically at USF is a faculty process. When I took the program over as a faculty member, I said to the University faculty, "It's yours; you do it."

I gave it to the individual departments. I gave it to the chairman, and I said, "You assign the faculty members to us that will accredit the individual students for their learning experiences." So the individual departments at the University itself have the responsibility for maintaining oversight as well as determining whether or not there will be credit allowed.

The department has an individual that comes into the assessment center, looks at the portfolio, makes determination as to whether or not it's in his special area. If it's not, he then recommends somebody else, or somebody outside the University. About 95 percent of all of our assessment is done within the University by USF faculty.

Now, the impact of that is rumors. For example, the other day somebody came into the office and said, "Howe, what is this? You just gave somebody three units for building a house." And of course, I don't know about all the units that are approved, but I had to scratch around and find out what happened. Well, in the process of building a house, this individual had done an environmental impact statement on the land that he was going to build a house on, and this environmental impact statement, if you will, had a lot to do with horticulture as well as with plant management and so forth. He took it to the biology department and the biology department looked at it--as a matter of fact an individual whose specialty is horticulture--and said, "Wow, this fellow knows more than I do on these topics." He gave him three units. And the student turned around and said, "Why, he didn't give me any units; I earned those units." And that's something you want to keep in mind. This whole process is something the student proves to us. We don't give them anything. He earns it, and he has to go through hell to earn it.

Now, I think it's important for you to understand that the terms by which this is done is very confusing; it's confusing to all of us. And that's why in many ways translation, the whole issue of translation, is important to me, as Nancy brought up. One of the problems is that the faculty members, for the most part, want to define it within the context of courses. Oftentimes, it doesn't fit. But at USF we started out with that--in other words, alright, you define within the context of what is simplest to you. And so they said, "Alright, we'll define it within the context of courses," and then we said, "Okay, then identify the competencies," and they scratch their heads and say, "Oh, alright, fine." And they start reading the portfolios and signing off and then before they sign off on the first competency, we said, "Now, are you sure that's what you're signing off for? Are you willing to sign off for that for every other student?" And then they scratch their head again and go back and begin to write this process, and for all intents and purposes the faculty members are forced to translate their classes into competencies. Most of them can't do it. Alright, just most of them can't.

They don't know what the outcome of the classes are--something magical about it, unfortunately, What we've done as a result of that is attempt to develop competencies for classes themselves as well as developing the faculty members in a way that they can begin to define the classes or general learning areas. And so the University of San Francisco is now moving from specific classwork credit to general area credit. And that has its own problems.

The fourth issue is acceptance. I'll tell you, this is the issue that the University of San Francisco has had the greatest difficulty with. I'm not only talking about within the University community itself, but also within the community at large. We set up a program and this program did outreach to a number of municipalities. As a result of doing outreach to municipalities, a number of students received a number of units, anywhere from 15 to 25 units for experiential education or life experience and all of a sudden we found that students were getting through college faster. We knew that would happen. But we didn't realize the impact it would have upon the community around us. For example, some city managers who happened to have to pay out dollars to their students when they receive a B.A. degree, all of a sudden, "Gee, all of these people are going to get a B.A. degree, and we're going to have to pay out money."

And then we receive letters, many letters. Also, the university community. Most of the communities that we sent transcripts to don't understand the transcripts, and so what we try to do is educate the registrars. That's very difficult, though, because most registrars aren't willing to discuss the issue, and I'll tell you, I think both the Commission as well as the Legislature might very well found a committee to study this and try to translate these terms.

Also develop systems of acceptance so we can generate what we call overall systems that everybody can live with. Costing these programs out is very difficult. We have an assessment process at the University of San Francisco that's not cost-effective. We are now charging $300 for a portfolio, and it costs more than $300 an individual portfolio to assess. That's just it; it's very, very expensive.

I think that's about what I have to say; it's very hard in five or eight minutes to describe what we do at USF. I would, however, like to mention that November 11th--that's next week, Thursday--we're having a meeting, if any of you are interested in going, from 10:00 to 4:00 in conjunction with the CAEL faculty development workshop and where we are going to go into detail on the whole process at the University of San Francisco. As far as I know we more than likely have one of the most extensive processes, in terms of development, in California. And we'd be most happy to share it with you because we understand in sharing there may be an increase in acceptance.

"The Need for a Validating Institution"

Dr. Richard Peterson
Educational Testing Service

I brought a handout, but I don't know whether I have enough copies for everybody or not. I was asked to talk some about the background and the work of the Postsecondary Alternatives Study, as well as review some of the evidence for the need for a validation institution. I apologize to all of you in the audience who heard me talk about this study over and over, and I suppose the background will be mainly for the CPEC commissioners who may not know so much about what we did.

The study really goes back to the 1972 report of the Joint Committee on the Master Plan for Higher Education. In that report there's a recommendation that there be a new system, a new segment, if you will, to coordinate off-campus programs, perhaps operate some off-campus programs itself. Well, this was a large order, so later in the year there was a Senate resolution which called for a feasibility study by a private consultant to have a look at the need and the design of an external degree institution; the wording of the resolution emphasized degrees. Well, we got started in the summer of 1974 and early in this study we redefined the scope of the problem; instead of looking just at external degrees, we decided to try to look at the whole range of adult learning needs and try to propose some ways of meeting as many needs as we identified. The project was defined broadly at the outset.

There were a total of nine "professionals" making up the study team--Bill Shear, whom you've just heard from was a part of the group, and Marcia Salner is here who also was a part of the study. The work of the project which ran over about a year divided roughly in half. About the first six months we gave over to analyzing needs and also trying to inventory resources in the State for off-campus adult education and nontraditional programs--programs that are always going on. This was a job that Marcia Salner did and the report on her work is available as a separate report from the study.

As far as the needs, the analysis of the needs, we tried to come at this in a number of different ways. We looked first at enrollment, just simply the enrollment figures and also the trends in enrollment. For example, we were interested in the fact that part-time student enrollments have gone up really remarkably over the last 15 or 20 years, I guess maybe ever since statistics have been kept, whereas enrollments of full-time, or in regular programs, has essentially leveled off. So we look at simply enrollment figures. We call this "demand," arbitrarily, I guess.

The second way of approaching needs is what we call "expressed interest," and we try to look at expressed interests in two different ways. First, we

commissioned a poll, a statewide survey that was done by the Field Research Corporation based in San Francisco, and they did an interview poll for about a dozen questions that our study group put together with a thousand adults around California. And a second approach to looking at expressed interests was to spend some time talking to people in seven communities around the State, diverse types of communities. We had a system for doing this that I don't intend to describe now. A third way of looking at needs was to try to get some idea of what the experience of other programs around the country has been, other programs that are like kinds of programs that we had in mind. So I made a swing around the Northeast and visited Empire State and Syracuse, where Fran Macy is based, Thomas Edison College, and we tried to gather a lot of the documents from the colleges and the services about the trends in their service of their clientele, whether they really do seem to be meeting needs. And then the last approach to need was simply to try to do an exercise in the future, in futurism, to try to think about what California might be like 20 or 30 years from now--say, the year 2000--what the implications for adult learning would be from this exercise.

All the results from the needs analysis are contained in two volumes. The blue one looks like this. It says, Community Needs, Postsecondary Alternatives. This is a summary of what we learned in each of the seven communities we visited. And then there's another report that summarizes all the enrollment data, Field Poll results, and ends up with this essay on the future of California. Okay, so we look at all this needs information against what we learned from Marcia's study about the resources in the State, stack up the needs versus the resources, and then identify seven, what we call, unmet needs.

In the handout you have, beginning on the second page and running over four, five, or six pages, are the pages from the final report on the study which describes these seven needs. If everybody has one of these, then I don't need to run through this. It starts at the top with information, and then the second need, individual assessment, counseling, career planning; third, equity for part-time students; four, programs for groups with special needs, and then more upper division and graduate external programs, and then individualized degree-oriented learning programs which would be much like Empire State which we've been talking about. And the last one, certification of academic and occupational competence with or without formal instruction is the need that comes closest to what we're talking about today, although we're talking about really just half of this recommendation seven. We're talking about the academic certification.

So the evidence from the study, then, for a need for what you might call a validation institution. Well, in the first place, from the Field poll, if you look, I think it's the third to the last sheet in the handout, down to I think it's the seventh entry, the third to the last sheet has all the numbers, and this is just a copy of one of the pages from the report that we got back from the Field Research Corporation--down to the one that says evaluation of noncollege experience. Now, the actual phrasing of the question, the actual phrasing of that item, reads like this: "Evaluation of noncollege experience--on the job or in the military, for example, for possible credit toward a degree." This is what this random sample of adults were asked to say "yes" or "no"--would they be interested in using it? And you see the figure there

is 9.2 percent for the total sample. Well, the 9.2 percent, if you're willing to infer from a sample what the population figure would be, it gets up pretty high; it gets up over a million people. If we assume 15 million adult Californians, about 10 percent of 15 million is about 1.5 million.

Also in the Field Poll, and the results are not here--they're contained in the other needs report, we simply asked the question whether people wanted to earn a degree or not, any kind of a degree, A.A. or B.A. or graduate degrees. And presumably a good many--well, we know from the printout--that many of these people are older students who do want to get degrees, and presumably most of them or many of them at least are working and would be interested, let's say, in getting some credit for their work or their prior experience. Certainly the ones who have been to college who are college dropouts would want as much credit as possible for the academic work they've done. So, an awful lot of people want, say they want, degrees, at least in the State, and I think we can assume that or we know that many are older adults and that many would appreciate a chance to accredit some of their past work.

Well, and this is probably less important, from the community visits when we talked to people out in the seven communities we asked them to fill out the same questionnaire that we used in the Field Poll. The students whom we talked to, the people whom we talked to in the communities are obviously not a round sample of California adults; in fact if anything they are people who are quite interested in furthering their own learning; they're interested enough in us to come and talk to us about the problems they've had and their aspirations and whatnot for more learning. The figure here was at 39 percent of this sample of people wanting a degree, and 23 percent want evaluation of noncollege experiences, the seventh entry on the data page.

Now, if you look again at the results of the poll, down on the third line from the bottom, include the "no" answers. The one about "combining together a record of all my educational work," which is a credit bank registry idea, here--it's kind of what that alternative is aimed at. The full statement in the questionnaire and the poll reads like this: "Putting together a maintaining a record (like a transcript) of all my educational work, all schools I may have attended, and perhaps all my job experiences"--well, here you get 11 percent in the statewide poll saying yes, they need that kind of a service. The community sample, the sample of people whom we talked to--I think it was 21 percent.

I brought along a tape made from one of the meetings as part of our community survey. It's from Auburn, and I was going to play it if there was time. These three people are talking--there's one who is a personnel director at P.G.&E. and one who is a training officer for Placer County Government, the third is a social welfare director for county government--and they're discussing the fact that people are moving around the state. To be successful in the minds of two of these men people have to move, have to go from a better job to a better job in different parts of the state. And they were saying you take courses here and you take courses there and then when you want to put them together to get a degree, it's very hard to do. This one

guy said, "Well, it all adds up to nothing." He was talking about his daughter who had been working toward a teaching credential, I think. He had had to move out of state; she got courses here, here, and here. Then when she tried to put it together when they finally settled down, she wasn't even close. So. that's what they were talking about.

The last thing I want to talk about was the experience from some of the other institutions around the country. And we talked about the CAEL project, and there are a lot of colleges in the country that are interested in this whole business of granting credit for experiential learning; there are 250 colleges that are active with CAEL now. The two that are really complete--they're full-blown institutions--are the Regents External Degree Program and Thomas Edison College in New Jersey. And in the handout (I'm not sure which page it is) is the story from the Washington Post, in the next to the last page. The third column, starting from the left, halfway down, talks about the Board of Regents program and gives some of the figures, and I talked to Don Nolan last week to get some of the most recent enrollment figures. He said the Washington Post article was essentially correct. His figures were 15,000 enrollees since 1971, which is not inconsistent with the report, and 5,000 people have graduated since 1971.

They have eight degree programs altogether, and again as somebody said there, each program is quite fixed; there's a set curriculum, but there are many ways to do it--put together any combination of exams and special assessments, and whatever course work you've had. The largest number are in two-year programs, especially in nursing and business. Don Nolan said that there had been 134 people from California who have received New York Regents degrees, and there are about 200 now enrolled in all programs.

The other more or less full-blown institution, Thomas Edison College--in the last page of this handout, there's a page from the accreditation report that James Brown, the president, put together early this year. The table itself is not very good; it's kind of confusing. But if you look down the second column from the right, underneath degrees, you can see that the trend has been up; there are more and more students coming in. The 454 is only people who had been enrolled, I guess. Well, that's for the fiscal year from July to August 31st. He told me on the phone that enrollment had increased--this is kind of hard to believe--but he said enrollment has gone up 50 percent over the last year at Edison College. That sounds like a slight exaggeration, but that's what he said, so maybe that means that for--as of October 31, 1976--the figure might be roughly about 900. No, that's not right; it would be a half more than the 454, so it's 675, something like that. Anyway, he says that people are coming in in increasingly higher numbers each year. And I was going to say that these two essentially validating institutions, as far as I can see, there's no doubt about it, they're meeting needs in their respective states, and in my mind there's no question that there's a need in California for this kind of institution as a way of helping Californians realize their educational aspirations.

"The Needs of the Training Community"

Mr. Bart Ludeman
President-Elect
American Society for Training
and Development

I was asked just to make a few remarks from the standpoint of the American Society for Training and Development about the whole subject we're talking about. I'll just briefly say for those of you who don't know what the American Society for Training and Development is, it is a group of 18,000 people nationally who are dedicated to whatever it takes for the development of human potential. In California there are probably about 3,000 members. Probably the one thing we can't agree on is what kind of competencies it takes to make us what we are.

I'd like to address myself just a little bit to some of the things that Nancy said this morning. One of the things that I haven't heard any talk about this morning is in-plant training programs--the kinds of things that government, business, industry, military, unions, and education, as a matter of fact, are involved in. You might find an organization of 2,000 or 3,000 employees would have as many as 54 to 60 programs a year that they would be offering in-plant to their employees. And because the external degree situation, the CEU situation, all the things that are happening now in the world are so popular, you find more and more employees coming to you and wanting to know why those training programs can't be meaningful to them in terms of getting their degrees. That becomes a very important thing.

So we ask ourselves the same kinds of questions that Nancy Tapper talked about this morning. How much credit should we get for our programs? We can't agree among ourselves what our programs are worth. We have a very hard time relating to having to teach so many hours in order for a college to give our training programs credit toward continuing education. We have a very hard time saying that we have to teach for 16 hours, for example, to be able to get that famous three hours of credit for that famous four-year degree.

Very few of us in our own companies or industries are able to validate these programs ourselves. In fact, one of the biggest issues among training and development people in the United States is that we can't validate what we're doing with our own company. And that's because we are competency-based, and we don't know whether our training programs are competent either. We're in the same boat that education is.

Then we ask ourselves what processes we should use, the same kind of thing Nancy asked. One of the biggest answers that you see us using is CEUs which are really meaningless. They are meaningful to some, but they are not competency-based. They can become less meaningful to your employees when they can get a half a CEU for subscribing to a magazine, or for going to a conference, or for subscribing to a program for one day. So then our

employees are again concerned about CEUs for our training programs and how they become more meaningless.

I feel that learning contracts with various institutions--we all have those concerning our training programs--they're valuable and probably is something that we should key in on. The problem with learning contracts is that they belong to individual corporations, individual companies, individual governments. In other words, even though we are teaching the same thing in one industry that we may be teaching in another industry in terms of in-bank, or in-plant training programs, it's very difficult for us to accept credit for those programs from some other institution, so we have the same kind of arguments that you have in education.

Now, how do we gain acceptance for credit? We do need to agree among employers that we have common programs and that we want those programs to be meaningful in terms of credit. Somehow we need to agree with the educational institutions that the credit that we get for our employees toward a degree for those training programs doesn't mean that we teach for 16 hours, and means that we have to be competency-based as much as we think you are.

We reocgnize that there is a need for quality control and that there must be some kind of competency-base in this kind of program. We recognize that loose standards we're using now, like CEUs, cannot really be acceptable if we want to cooperate in our training programs with degrees.

We also recognize that there needs to be a central credit bank of some kind that has good competency standards, but I don't know exactly how we're going to accomplish that. From the standpoint of ASTD itself we are very concerned about the whole world of education, and we have a national task force now called the Educational Accounting Systems Task Force as part of our professional development committee. We are going to study CEUs, the whole credit situation, and that kind of thing. Also, we are co-sponsoring with the Educational Testing Service, the National Task Force on CEUs, the University of Colorado, and CORMA a national conference on CEUs and what it means to credit in December in Las Vegas. I think that takes care of my part.

REACTION PANEL

"Reaction to the Professed Need"

Dr. Leon Leavitt, Director of Continuing Education at Loyola Marymount University, opened the discussion by acknowledging that the Peterson study had shown that people were interested in obtaining degrees. He cautioned against overlooking the integrity and value of a college degree, and the role of accreditation in protecting these qualities. He also felt that the worth of degrees was being threatened by the present drift toward easier and less humanistic degrees, including those of the validating institution. He referred to the credit bank concept as "inhumane" and as a "monster."

Dr. George McCabe, Director of the CSUC Consortium, indicated that it was difficult for him to get as angry as Dr. Leavitt about credit banks, because he did not really know what they were. He expressed doubt that a credit bank was needed in California, saying that he had little confidence in the Field Poll's indication that a number of people would use it. The use of models and pilot projects, he suggested, might tell us more about such needs. Until there is more evidence of need the State should be cautious about a full scale program and its related annual costs--the proposed $1.7 million. The existence of such an institution in New York, he observed, does not argue for the existence of it in California, since the two states are not analogous in higher education.

Dr. Shear of Armstrong College disagreed, saying that there was no better thing that a state could spend its money on than a validating institution. The awarding of degrees is only incidental, he noted; what the new learners are really achieving is self esteem, but they think they need formal credentials for their learning.

Dr. Richard Dorf, Dean of Extended Learning at UC Davis, expressed the University's dissatisfaction with the methodology and findings of the Peterson study. He acknowledged that individuals want additional opportunities for continuing learning toward new competencies, but he questioned their interest in a credit bank. Instead, he suggested, the real need is for continuing education and are maintaining appropriate records of student attainment, he felt that the State's needs were being met. The CSUC Consortium and the Extended University could do more if they were properly funded.

Dr. Richard Peterson of the Educational Testing Service defended the methodology of the study, and suggested that the critics of the study might not understand exactly what the Field POLL researchers had in mind for goals and methodology.

Mr. Michael Howe, Director of Continuing Education at the University of San Francisco, regretted that the discussion seemed to have returned to an assumption about the centrality of classroom learning. He pointed out that many universities do recognize that sitting in a classroom is not the only mode of learning. The nontraditional learner is self-directed, he suggested, and is as good a student as the traditional learner, if not a better one.

Dr. Clarence Mangham, Assistant Chancellor of the California Community Colleges, expressed concern at the way in which validation takes place, particularly in the proposal for a validating institution. He felt that there was no clear need for a state agency, another bureaucracy, in this area, but that there was need to encourage existing institutions to do more validation.

Dr. Stephen Teale, member of the Commission, said that certain of the "buzz words" being used in the discussion needed definition or clarification. He felt that the terms "experiential learning" and "prior learning" were in this category, and that perhaps better terms could be found. Dr. Macy acknowledged that definitions for this type of abstract process need to consider the specific elements of the process.

Dr. McCabe responded that the term "experiential" has been institutionalized by the creation of CAEL, the Cooperative Assessment of Experiential Learning. The issue, said Dr. McCabe, is not whether there should be validation of prior and experiential learning--or any of the other new learning strategies--but whether the validation should continue to be carried out only within existing institutions. He pointed out that the State, through the Consortium, has had real experience in marketing new learning modes, and that this experience contradicted the suggestion of the Field Poll that people in large numbers would accept the sacrifices in time and money necessary to participate.

Mr. Seth Brunner, member of the Commission, felt that the meaning and value of a degree awarded through validation were important considerations which should be explored. The real question, he said, is do people have a right to some kind of standardized credit, credit that can be mixed with other credits toward the goal of a degree. That standardization would be the value of

Golden State College, he asserted. He noted also that a projected annual cost of $1.7 million for a validation institution did not seem high when compared with the University of California's budget.

The chairperson, Mrs. Agnes Robinson, observed that the need and desire for additional learning services seem to be there, but that money is not available. Validation in these circumstances could provide the opportunity for new learners to make progress toward degrees.

Ms. Nancy Tapper, president of Peralta College for Non-Traditional Studies, commented that there was also experience available, that of Empire State College, which suggested that nontraditional learners in large numbers will pay the costs of such education in time and money. There was discussion at this point between Ms. Tapper and Dr. McCabe concerning the relevance of the New York experience in determining what California should do.

Dean Dorf of UC Davis responded to Mr. Brunner's interest in the value of the degree. He indicated that the issue here was whether there needs to be "common currency" in academic credit, or whether the State should continue to enjoy educational diversity. If the State wants "common currency," as opposed to diversity, he observed, then a separate and central validating institution was appropriate.

Dr. Leavitt of Loyola Marymount University agreed that diversity should be preserved. He argued that homogenization or elimination of differences in the higher education system would be detrimental to quality. He expressed concern over the concept of competency-based education, and insisted that the objective of higher education is not the attainment of measurable competency, but rather intellectual, emotional, and philosophical growth--the attainment of a well-rounded individual who is a better person for having had the education. Assemblyman Vasconcellos responded that by giving grades, credits, and degrees Loyola was rewarding competency, and was not carrying out Dr. Leavitt's view of the purpose of higher education. Dr. Leavitt replied that the university was locked into the system; external pressures impose grades upon higher education institutions. On this note the allotted time expired, and the discussion was finished.

ALTERNATIVES IN DEVELOPING A VALIDATING INSTITUTION

"Further Expansion of CSUC Consortium"

Dr. George E. McCabe
Director
CSUC Consortium

The Consortium is just beginning its fourth year. In its first year it received $46,000 of State appropriated money, a last minute addition by the Assembly, thanks to Assemblyman John Vasconcellos. In 1974-75 the appropriation was $203,500.

For the past two years the State appropriations for The Consortium have been zero although we were allocated $89,000 in 1975-76 and $37,000 for the current year because of our involvement in State funded projects. Over four years, then, our State funding has averaged $89,000 per year. Aside from our Admissions and Records Office our professional staff consisted of the equivalent of one full position in our first year, two-and-a-half positions in the second year and three positions--our full complement, last year and this year.

In the space of four years we have developed three statewide programs of independent study, curricula leading to Consortium degrees in eight different academic fields with a total of 33 programs, have facilitated the development of memoranda of understanding between campuses for a total of 20 external programs offered outside the home campus's geographic service area. Our structure and procedures for awarding credit for prior learning are in place, our next task being to market our assessment wares.

We have directed study and parallel instruction in which in most of our programs, students can parallel the work of ongoing classes by doing the necessary reading, writing the necessary papers, taking the necessary examinations and meeting occasionally with a faculty mentor. This is not the most popular medium of instruction but those who have used it typically have achieved at a higher level than most of their on-campus, in-class younger counterparts. We have a Liberal Arts Curriculum which can be tailored to the needs and interests of the individual who can put together a degree program from a whole variety of sources including enrollment in on-campus classes, concurrent enrollment, directed study, parallel instruction, extension classes and specially established classes for Consortium students enrolled in this major.

We are still struggling with the problem of making external programs available through the electronic media, and we think that cable televisions and ITFS television hold the best promise. Largely because of the unavailability of funds in sufficient amounts we have moved from Cable TV Proposal I to II to III--from Project Genesis, to Project Exodus to Project Leviticus, despite warnings from some quarters that what we really face is Apocalypse.

If someone could help us put our hands on $170,000 we could implement Project Leviticus--statewide cable TV--this coming fall.

We prefer, if you don't mind, not being judged in terms of an untested, abstract ideal based on the assumption of funding at a level of several million dollars per year. We think it would be more appropriate to judge what we have accomplished with an average annual State funding of $89,000 and, with that as a base, project what we could accomplish at a cost considerably below the $7.9 million per year projected for the individualized learning program and the $1.7 million per year for the learning validation service.

We have a base from which adequate funding, can and should be extended, and at less cost to students. We think the expansion should take place gradually, and we think it wise to reserve judgment as to what the eventual scale of the individual learning programs or validation service should or could be. The implications for California of Empire State enrollments should be more critically reviewed in terms of the number of adult part-time students enrolled (which is what I presume we are talking about here). They should be evaluated in terms of the comparative availability of other alternatives in the two states.

Our three statewide programs of independent study are academically successful by any of the measures available to us. On the other hand, they are fiscally frail. The glowing returns of the ETS/Field Poll Study to the contrary notwithstanding, it is our actual experience in California that approximately three-tenths of one percent of the households have members who would be interested in upper division and graduate independent study programs in the Humanities and Liberal Arts, which is pretty much the kind of program being offered by Empire. Possibly this percentage might double if our fees were not in the range of $40-$50 per semester credit hour. We suspect that the percentage interested in the validation service, separate from instruction, would be even smaller. In any event, a serious problem is one of getting the word of the availability of these programs out to this small subset of potential enrollees--marketing, if you will excuse a crass commercial term.

One further word about predictors of enrollment. In 1974-75, 40 percent of those who filed inquiries with Empire actually followed through with applications; slightly more than a quarter actually enrolled. And that's an excellent record, higher than one would ordinarily expect in follow-through.

Obviously, three professionals on the staff of The Consortium could not, by themselves, produce what The Consortium has accomplished. The concept underlying The Consortium is its reliance on the existing resources of the CSUC system. By contrast, to give you a notion of the cost of starting a program from scratch, as of August 1974, Empire employed 166 faculty members (86 full time and 80 part time) and 78 administrators (69 full time and nine part-time). That's 86 full-time faculty and 69 full-time administrators!

In summary, then, we think the need for individual learning programs in California has been exaggerated. To what extent we do not know. But, we also think there is a need to be met, that we are far from meeting the need

that exists. We are not sure that the Empire model (and let's have no misunderstanding, here: we think it is a very important experimental model) is the only model, or even the most effective model for providing access to those to whom it presently is denied. We, like Empire, think that the use of electronic media should be explored and, I'm afraid, New York--through municipally owned WNYC--may have external degree programs on the air before we do (although theirs will be at the A.A. level).

Obviously we, our students and potential students who cannot afford us, have been handicapped by a lack of public funding. As you know, the Board of Trustees has adopted a policy that off-campus instruction should be included in the regular state-funded workload budget of the campuses and The Consortium, assuming the availability of adequate resources.

The Board of Trustees has approved a Program Change Proposal which would provide $2 million to begin phasing campus and Consortium external programs into State support. I will leave to your political acumen a determination of the chances that this provision will be included in the finally approved budget of the State of California. But, it's a first step. And, if the principle is accepted, even without explicit funding, I think we will be on our way toward very important changes in California in the educational opportunities which will be afforded to adults interested in continued higher education.

We agree with the goals of the Postsecondary Alternatives Study. Our view of the extent of the need differs. The Consortium and its participating campuses already have made a significant, substantive beginning. Assuming more adequate funding we can do a great deal more. Because we are situated within an existing collegial structure we believe that we can do the job with greater assurance of academic substance than could a newly established institution without academic roots; we believe our programs will have greater academic credibility, and we believe we can be vastly more cost effective.

"A New Independent Public Institution"

Assemblyman John Vasconcellos
Chairman, Permanent Assembly
Subcommittee on Postsecondary
Education

Let me think out loud what a new independent public institution means to me at this point. This morning pointed out to me again and anew how radically different people of goodwill perceive the same reality. It was like watching two groups of persons, one from Mars and one from Earth, looking at California society, and one saying, "We're going okay, don't worry," and one saying "We need all these new services." My hunch is that the decision that each of us makes, you on the Commission and the Legislature, will depend upon how we look at and see the reality.

I'm not sure even how to make the presentation that affects perception at the level that underlies that kind of judgment about reality. If you've followed my career, you know that I'm not much for institutions and not much for new ones unless I'm convinced that, in fact, the current ones are not adequately meeting human needs, and my being here today, I guess, is to take part in your deliberations as a presenter, in a sense.

In Don McNeil's opener that your charge in the statutes is to be responsive to student needs, to identify and project individual and societal needs in the future--those were two of the charges in AB 770--I think that's where we in the Legislature want you to function. That's where, hopefully, we function as well. The question then becomes how you perceive student needs, and how you perceive their being responded to, and how you perceive what's coming in the future, what people will need individually to cope with life and live fruitfully in the society we're moving into. And what we need is a combination of people to make sense of our lives in the society.

The question then becomes your role as that of advisor. You're to advise us and the governor, and you're to advise the institutions. Ideally you would give them such good advice--the institutions--and they would so willingly follow it that you could just advise us it's all okay, and I think you'd find we'd be delighted if we perceived that current institutions were adequately meeting emerging individual and societal needs. And we get into it with bills, or shifting monies when we perceive that that's not the case.

I guess what struck me here watching this morning, listening this morning, it's my perception again, that if I had staged this morning and if I had planned the witnesses and presenters--all of them--I couldn't have done a more skillful job of proving the case that I see for new institutions. It was dismaying and disappointing for me to listen to some of the things that were said and not said. The world has changed a lot; people have changed a lot. Consciousness is different, relationships are different, institutions, values, families, and what's most, perhaps, changed is the sense of whether institutions fit the individual or individuals fit institutions. And those are two sides I heard this morning.

I heard Leon say, you know, "Don't override the integrity of our institutions." The institution was primary. And Dick Dorf saying "We're very traditional and we don't intent to serve those new students." And the other side I was hearing was that there were emergent individual needs for validating experience, for validating learning, on an equal basis whether it comes from painful life experience of anguish, or whether it comes from reading, or whether it comes from working as a nurse for 20 years, whether it comes from sitting in the classroom. The model, I think, that you bring to the perception of whether a person learns by some involvement emotionally in an experiential way with real-life activity, or whether a person learns sitting at someone else's feet and listening, really will determine much of how you assess what you hear from different people.

In particulars, I think the question for me that I'll be looking at in my job and hoping you will in yours, is: is there a need?--number one; number two, if there is, is it being met? And if not, is it likely to be met? If

the answer is there's a need not met nor likely to be, then a new institution makes sense. That's the syllogism that I need to parade my way through.

Is there a need? The Peterson study, I think, is adequate proof that there is need for validation of prior experiential learning. George McCabe saying that the polls were off on Hayakawa by two percent and the winner was reversed, it's really a tragic comment--the fact is that they were off by two percent. So, say the Field Poll is off by two percent in the Peterson report. It still indicates that there are a million people who would like this kind of service in California. To disregard the poll, disregard the community interviews, disregard our own experience--I know that people want this and need it, and I think Fran Macy's opener shows the entire country moving in this direction and people all over supporting these services financially and by going to them and using them is evidence that Californians have that need for the validation, certification, and degree-granting of learning gained outside of sitting in the classroom, outside of the campus, outside of 18 to 22 years of age. I don't see where the need is even disputable.

The question then, next, for me, is, "Is it being met? Are they responding?" The evidence, it seems to me: as Dick Dorf said, "We're doing almost nothing in the area; we don't intent to serve those students," which was dismaying, and I wondered about who they do intend to serve. I think of a friend of mine who wanted to interm in the Capitol, full-time, and get credit from UC, San Diego. And the Capitol is a pretty good place to learn about politics. And no UC campus would grant him credit, until I found a friend of mine, a psychologist on one of the campuses, who agreed to do it. But otherwise, you know, they just don't regularly do that. You've got to labyrinth your way through to enable people to go where the action's happening.

CSUC said, "Well, we're doing it a little bit, but our faculty is pretty wary of it." It wasn't certainly, at least for me, convincing that they are doing enough. Mostly they're doing traditional education for nontraditional students rather than nontraditional education. I didn't hear much about validation.

Community colleges--I didn't hear you say anything about what they're doing in this area. And the privates are doing some. So, my sense is that you've heard no evidence. If you believe there's a need, you've heard no evidence to indicate it's being met now by the institutions, and I'm saddened by that. I'm saddened and dismayed.

The next question, then, is are they likely to meet it? Well, in asnwer to that you look for several things as I do. One is, how much interest is there? I note that there are no four-year institutions representatives in this Commission sitting here today. No one from UC bothered to come from your members, nor CSUC, nor the private colleges. Mary Lou and Betty are here from the community colleges, but the rest couldn't, you know. Maybe they have good reasons, but as far as interest from the governing boards--zero evidence of that. And listen then to the tone, and I heard Dick Dorf saying, "We're not going to do it," and I heard George McCabe and Dave Provost saying, "We're very wary; we might do some, but..." And the community colleges saying, "We can't do it." I didn't hear, again, any evidence of concern, of commitment, of willingness to act. And it's all perceptual, you know, and it's mine.

I want those questions addressed. My bias and that of my colleagues, I think, is simply whether the needs of people are being met, or will be. And if not, then we will undertake the kinds of legislation or shifting of monies that will, hopefully, assure that people's needs are recognized and responded to. If they are, then we can sit back and say "congratulations, and here's the money." That's our bias. I don't think we're racing around to be critical nor racing around to create new institutions, but rather, hopefully, watching carefully and responding appropriately.

But the final point about judging is the tone. We listened to Fran Macy and Nancy Tapper and Bill Shear. There was an excitement, there was an assurance, there was a going ahead in the tone, in the spirit, that I didn't hear from those people who said, you know, "it's okay; we're doing it, "we're not going to do it," but don't worry, don't go too fast, don't put money there." There's an impression that people give--and my sense is that this goes back to my opening point about how a person perceives himself/herself and people and their needs in today's world--that determines among equally sincere people and equally bright people, whether in fact they feel that needs are being met or are not being met. And what you decide here is simply going to be, you know, how you perceive what these needs are and whether or not you believe that they're adequately met by today's institutions.

"Use of the Private/Public Sector Through Voucher System"

Ms. Maureen McNulty
Staff Associate
Association of Independent
California Colleges and
Universities

Earlier, say, the end of last week, we sent out to members of the Commission materials on the voucher system that's been proposed for the State of Massachusetts, that George Nolfi has done the background work for. I brought extra copies today; I've got them here, and we'll just leave them around for people. You can also get copies of these and other materials through AICCU in Los Angeles if you're interested in finding more about this new voucher system.

The voucher system has been kicked around a lot, primarily for undergraduates for use in that type of system. Nolfi in Massachusetts has talked about it as a mechanism for funding people in continuing education, and after talking with him a couple of times and talking with Henry Levin of Stanford who has also been involved in the more traditional voucher concepts, the whole idea made a lot of sense to me. I think more than just talking about it in terms of what is good for the independent institutions, it's an idea that should be considered for all of postsecondary education, for all of continuing education, both public and private.

Nolfi had talked with me about, "When you discuss this idea and advance it for California, make sure that you get across the point that it's just some idea that makes sense and it's not to bail out any individual segment." It's

to help the students, and I think that--I wrote down at the top of my notes John Vasconcellos' question, "Is there a need, and is it being met?"--I think there definitely is a need, as we said this morning. Then from my own investigations I think there's a need. We think the programs exist, the continuing education programs exist. It's just how you get somebody to go to them.

The House Bill 1712 in Massachusetts is called the Adult Recurrent Education Entitlement Program, and the whole idea is to further education on a part-time basis for people who are low income and without too much post-secondary education beyond high school, or even high school education. The idea is to gain entrance and advancement in the job market. This is something that can be thrown around. Maybe you shouldn't be quite so specific in saying that the courses you take necessarily have to advance you in the job job market. You can get into all kinds of discussions about what that really means, but the concept itself, I think, you'll find a good one. The idea is to get people into the continuing education programs on the college level and to give them some kind of choice, rather than saying you can only go to community college, you can only go to a public institution, making the chance available to them to, say, if there's a good program at an institution that you can't really afford, that it can still be available to you.

In Massachusetts the reason--one of the reasons--that I thought that was a viable idea or that there is a need is that two-thirds of the current students in Massachusetts who are in continuing education programs are persons who have some amount of college already; they're people who are generally of middle and upper-income groups. And so you look and you say, "Who's taking advantage of the programs right now?" The people who have always taken advantage of the program, you know. Is there a pool of people beyond the middle-class educated people who can use these programs? I really feel there is.

I think Nolfi says he's got evidence there is, too, and Hank Levin and a whole series of other people. The idea though is, the amounts of money aren't large enough that you can take people that aren't motivated and get them to go. What you do is try to get the information out to people who've got some kind of feeling of wanting to continue education. The question can come up, "Why not just lower tuition?" The answer to that, at least my asnwer, would be that that way the same breaks go to all the people; people who can already afford to take part in continuing education are getting the same subsidies as people who've never been able to afford it, and that way the State's losing some money, too, or some income. Under the voucher system, people who can afford more can pay more proportionately.

There's an example. I don't want to get too much into the mechanics of what Massachusetts is doing, but there is in the Nolfi material a chart showing educational levels, income levels, and how much money you would get. For an idea, if you have 12 years of school, and an income of under $5,000, your yearly voucher from the State would be $408. On the other hand, if you have one year of--say four years of--college and $15,000 income, your voucher payment would be zero from the State, and anywhere in between up to that amount. The mechanics again of their program, for adults over 25 years of age with an annual income of $15,000 or less, and United States Office of Education

requirements for student assistance programs, would be the ones the State would use, so the State wouldn't have to set up another whole system of eligibility requirements and approval.

The economics behind the system is that if you follow that type of program it's simple and relatively inexpensive because you're using the structure of continuing education as it already exists with people paying for the services. You're working on the demand side of education rather than the supply side, and the programs in all the institutions could compete with each other on the basis of what the students really need, and programs that are offering the type of things that students require will be the ones that will prosper. The voucher will pay for, under the Massachusetts plan and could be done in California, only actual tuition costs, and Massachusetts is using up to 32 courses a year, 32 courses total for a bachelor's degree with penalties for misuse and auditing on about five percent of the applications that are coming in to keep some kind of controls on the program.

The voucher plan would be financed through the users and employers, which gives you some kind of direct accountability, and the instructional costs will be borne by the students who can, in fact, afford them, with other people being subsidized on a sliding scale. And I think, to sort of put things more in a nutshell, the vouchers--why should vouchers be used in continuing education? Well, as I mentioned before, it gives you a choice where to study, what to study. You can purchase educational services that are most suited to you, rather than just having to go to the school that's four blocks away.

There's a possibility that there'll be greater responsiveness to the student by the institutions, even if we don't like the idea of institutions being responsive to a dollar sign; sometimes that's what it comes down to. Most of the time that's what it comes down to; whether it's a good or a bad thing, that's a reality, I think.

To sum things up, what to do--you've got the idea of the voucher plan, you've heard about it. I think the time's come for a different type of public policy. I think it was talked about today from a youth, full-time idea of postsecondary education, looking at this large, sort of quiet group that just doesn't know where to go, that private financing should be maintained. I don't think that any of us would argue against that. If a voucher system is used the public investment can be relatively small and should complement the private investment that already exists. It seems, too, that the disadvantaged, when you look at who would benefit from a voucher program, unlike a lot of programs, the disadvantaged persons would be the ones that really would get a high return from the program. It would be a nonregressive investment by the state government and would be an effective focusing of the state dollars, putting it exactly where it's needed, and the voucher would allow the use of a mixed system of education. You'd be able to use public institutions, private institutions, noncollegiate programs, too.

I was going to go over what Nolfi in the end calls this program, entitlement voucher, that is, if resources are guaranteed for the persons who need it up to the point where appropriations run out and the reason he uses vouchers, the money goes directly to the recipient in a demand note that can be used

just about anywhere the person decides to go. I think that while the voucher system has been thrown out as a nonfeasible idea on the undergraduate level because the cost can just skyrocket, and I think that it's something that should be seriously considered for continuing education, and I think that it can be economically feasible and I think you're really hitting people that are interested and motivated about going to school.

PROBLEMS IN DEVELOPING A VALIDATING INSTITUTION

"Attitudinal Problems in the Recognition of Experiential Learning"

Dr. Urban Whitaker
Director, All-University
Programs
San Francisco State University

My name is Urban Whitaker and I am Director of All-University Programs at San Francisco State University. Experiential education is one of my assignments and presently includes the Cooperative Education program, Credit by Evaluation for Experiential Learning (CEEL), and representation of the University in the national CAEL Project (Cooperative Assessment of Experiential Learning). I am also a member of the national Board of Trustees of CAEL and on the staff of the CAEL Faculty Development Project.

My remarks reflect my personal opinions and experience. I am not speaking as a representative of the CSUC System, San Francisco State University or CAEL.

I have been asked to comment particularly on attitudinal problems. I will do that by: first, describing an ideal; and second, commenting on some of the problems which hamper us in achieving the ideal; and third, concentrating on some of the specific attitudinal problems which must be faced in developing a validating institution; and finally I want to comment briefly on some of the programs which are attacking these problems effectively.

IDEALS

- I believe that it should be a responsibility of postsecondary educators to encourage learning in whatever setting it can best take place for the individual, to be prepared to assess it, and to recognize it without regard to where or how it occurs.

- In facilitating, assessing and recognizing experiential learning there must be the same careful attention to quality control and standards which applies to traditional learning. Recognition (waiver, placement or actual credit) should be granted for learning, not for experience per se, and only for learning which is clearly evaluated as creditable at the postsecondary level.

TWO KINDS OF PROBLEMS

There are two kinds of difficulties which complicate our attempts to achieve these ideals: attitudinal problems and technical problems.

- Some of the attitudinal problems are related to the first ideal--there are educators who oppose the recognition of experiential learning (even if it can be demonstrated to be college-level learning) because it does not take place under the guidance of the faculty. A common conclusion is that postsecondary institutions exist primarily for education, not certification, and that they should not in any case be certifying learning that doesn't take place under their supervision.

- Some of the attitudinal problems are related to the second ideal--there are those who seek, or are willing to grant credit for experience per se without demonstrating that college-level learning has taken place.

- Technical problems are of two broad kinds: those concerned with the learning process, particularly the re-training of faculty members to serve as facilitators and mentors rather than as professors and transmitters of knowledge; and those concerned with the assessment of experiential education, whether in prior learning or sponsored learning environments.

ATTITUDINAL PROBLEMS

Much is heard in current discussions of experiential learning about the need for "faculty development" programs. I think that it is both more accurate and more fair to talk about "professional development" as a prerequisite to the elimination of both attitudinal and technical barriers to progress.

Faculty attitudes vary, like everybody else's, from vigorous support to vigorous opposition. What is needed to clear the way for the development of validating institutions is a rigorous program of information and discussion of all the issues which affect the attitudes of all the parties: legislation, trustees, administrators, employers, students and faculty members. And we need to ensure that this campaign treats both sides of the issues--dealing with the extremely lenient attitudes which favor credit for virtually any kind of experience, as well as with the closed or nearly-closed minds of those who assume that it is not possible to acquire creditable learning outside the traditional campus environment.

These two extremes feed on each other. In a more positive and constructive vein we should seek to encourage attitudes which are, at once:

- open to the idea that creditable postsecondary learning can be acquired in both supervised and unsupervised experiential settings; and

- devoted to the maintenance of standards which ensure that only postsecondary level learning (not experience per se) evaluated as such by qualified faculty members will be considered for academic recognition.

PROGRAMS

Several kinds of programs have been developed by faculty, administrators and others to attack these attitudinal and technical problems, and to move us closer to accomplishing the ideals described above. I want to describe two with which I am personally involved, the CAEL Project (Cooperative Assessment of Experiential Learning); and the Cooperative Education movement.

- A full description of the CAEL Project is available elsewhere. I want to mention here only the facts that: the California State University and College System is a co-founder of the Project; and that the Faculty Development branch of CAEL is actively addressing both the attitudinal and technical problems which must be resolved if experiential learning is to be properly recognized at the post-secondary level.

  The Subcommittee may be interested in viewing some or all of the series of tape/slide presentations produced at San Francisco State University for use in 24 regional Faculty Development workshops being sponsored by CAEL. The series includes:

  Experiential Learning: History and Rationale
  The CAEL Story
  The CAEL Faculty Development Project
  The Six Stages of the Assessment Process
  A Compendium of Assessment Techniques
  How to Run a Workshop

  Another program now being offered at some California campuses is Cooperative Education which is an effective solution to a perplexing problem. The problem is that both traditional and experiential learning have weaknesses:

  <u>traditional</u> education is often incomplete--leaving students well prepared in theory and in understanding of general principles, but less able in practical application of the general principles in a variety of specific contexts.

  <u>experiential</u> education is often incomplete--leaving students well prepared in practical application of knowledge and skills in some specific contexts but with inefficient understanding of theory and general principles, and less able to apply their learning in new situations.

Cooperative Education blends the traditional and experiential learning modes to give the student a good balance between theory and practice and the twin advantages of understanding the general principles and being able to apply them in a variety of practical situations.

The essence of Cooperative Education is the recognition by three parties--student, employer, university--of the dual roles each of them can play for the mutual advantage of all three. Most importantly:

> The employer recognizes that the employee is also a student.
> The university recognizes that the student is also an employee.

Recognizing this dual role of the student/employee:

- the employer agrees to cooperate with the university in maximizing the learning opportunity in the work environment, and in evaluating the learning outcomes.

- the university agrees to cooperate with the employer in assessing and crediting the learning outcome.

CONCLUSION

Experiential learning is not a panacea which will end all of the problems of postsecondary education. But if we can find the right blend, for each individual student, of the traditional and experiential learning modes we can make the educational process more exciting; more effective and more available to more people--on a lifelong basis.

"Accreditation Concerns"

Dr. Kay J. Andersen, Executive Director
Accrediting Commission for Senior Colleges
and Universities of the Western Association
of Schools and Colleges

My name is Kay J. Andersen, and I am the Executive Director of the Accrediting Commission for Senior Colleges and Universities of the Western Association of Schools and Colleges, one of six regional accrediting agencies in the United States. The Western Association of Schools and Colleges includes two other accrediting commissions, the Commission on Community and Junior Colleges and the Commission on Schools. The Accrediting Commission for Senior Colleges and Universities encompasses approximately 130 accredited colleges and universities in California, Hawaii, and Guam. In addition, there are numerous Candidate institutions and others in the process of making application. The Senior Commission is chaired by Sister Cecilia Louise Moore of Mount St. Mary's College, and assisting her are 15 commissioners representing public and private institutions within this region. The Junior College and

Senior College Commissions are part of the Council on Postsecondary Accreditation, which now coordinates all private, voluntary accreditation, both regional and specialized, in the United States.

I am happy to share the program today with Dr. Urban Whitaker of San Francisco State University, one who is intimately acquainted with accrediting problems, policies, and procedures, having served on numerous accrediting teams in this region. I am certain that he would be able to explicate as well if not better than I the concerns the Commission has with regard to granting credit and degrees for prior and experiential learning, but let me proceed with a few observations. First, let me say that the Commission has taken no position on the need for a fourth segment of higher education in California.

With the assistance of a very strong committee and input from institutional representatives in the region, the Commission adopted, in 1975, a policy statement entitled "Credit for Prior Learning Experience," a statement which at the present time applies primarily to undergraduate work. Experience with this policy suggests some revisions, and one of those pertains to the word "experience" in the title. We think that should be deleted for reasons which I will offer shortly. This is a positive statement, which recognizes that learning takes place in a variety of ways and settings, and that today's student population covers a broad spectrum of ages and experience. It further recognizes that demonstrable learning, based on experiences other than those that occur in an academic setting, may be educationally creditable, and any appropriate past learning from experiences can be used to undergird or supplement present and future learning beyond the secondary school, provided such learning is related to the goals of the student's education and is compatible with the purposes and stated objectives of the institution and its specific programs and curricula. That last statement is, in fact, the preface to this policy statement.

Because of its importance and because the policy is relatively short, I want to present it here and then make a few comments. The Senior Commission supports the awarding of credit for prior learning, that is, credit for learning that has preceded the application for credit for it, provided that:

a. the student applying for Credit for Prior Learning is matriculated at the institution where he/she is applying for the Credit for Prior Learning, and the past learning is relevant to the student's stated educational objectives;

b. the person(s) evaluating the prior learning is a faculty member or academic administrator at the institution awarding the Credit for Prior Learning and competent in the area of the learning being evaluated. If the faculty member has an adjunct appointment, his/her vita must be on file at the institution and the contractual relationship between the faculty member and the institution must be documented;

c. the student provides evidence of creditable prior learning (may be done with the aid or approval of a faculty member) and the evaluator provides a written evaluation of the evidence. Both evidence and the evaluation of it must be placed in the student's permanent file;

d. a panel of full-time faculty reviews and gives final approval to the documentation for, and the amount of, Credit for Prior Learning;

e. the student satisfactorily completes 30 semester units or its equivalent of study at the institution awarding the Credit for Prior Learning before the Credit for Prior Learning is entered on the student's transcript;

f. Credit for Prior Learning is consistent with academic standards of the institution;

g. fees charged have a reasonable relationship to the institutions' investment of time and resources;

h. the objectives, policies, procedures, and basis for the award of Credit for Prior Learning are fully described in the official publication of the institution.

Here are some problems we have encountered in evaluating institutions which grant credit for prior learning. Most institutions are acting responsibly in this field.

1. Excessive numbers of credits awarded on the basis of prior learning. The present policy contains no limits, but I am certain that a revision will want to consider this.

2. Credit for prior learning is unrelated or related only peripherally to institutional goals.

3. In evaluating prior learning regular faculty members are sometimes only minimally involved.

4. Documentation for prior learning sometimes leaves much to be desired.

5. Is it learning, rather than experience per se, which is being considered for academic recognition?

6. Is it demonstrated to be university level creditable learning?

7. Are ample precautions taken to insure that the credit is not duplicated?

   This question is important because of the heavily interdisciplinary nature of most experiential learning.

8. Inadequate projections are made of costs and expertise necessary to evaluate prior learning.

9. Integrity of credits and degrees are strained by some colleges.

I recall vividly an experience at a recent national meeting where a panel of individuals from around the country was asked to evaluate documentation in support of prior learning credit. Because the individual requesting this credit had served as a Personnel Manager in an organization for several years, some members of the panel suggested he be granted up to 30 semester hours towards a degree in Personnel Management. The documentation which I reviewed suggested to me that, while he might have been a good Personnel Manager, I could only recommend from 3-5 credit hours. The documentation did not show a relationship to particular courses for which he was seeking credit, and there was almost no indication that the student understood the theory or general principles in this field.

Summarizing, the Commission has been responsive to and supportive of well-designed innovation, including credit for prior learning. Accreditation is not primarily a change agent. It is an appraisal agency reflecting the traditions and standards of the mainstream of higher education. As such, it becomes a stabilizing force among the many pressures which tend to move some institutions into extreme positions to the detriment of the entire innovative movement.

Thanks again for the invitation to join you in this important meeting.

"Where We've Been Today: A Summary"

Dr. Kenneth B. O'Brien
Associate Director
California Postsecondary Education

I've been very interested in listening to today's discussion. I think that John Vasconcellos is absolutely right when he stated that everybody sees the issue from his own perceptions--no question about that--and I clearly heard that all day today.

I heard a few amusing statements. For example, when Nancy Tapper indicated that perhaps nontraditional education is all right until accreditation sets in--rather like hardening of the arteris, I suppose. That may be true because one thing that disturbed me at the end of the whole program, and I hope that The Western Association will take a hard look at this, is Kay Andersen's suggestion that perhaps the educational institution ought not to be a broker. I think this may be a mistake. It may be detrimental to the kind of thing that George McCabe and others are doing, in terms of taking people in, attempting to evaluate their credits and perhaps not putting them through their own system at all for any length of time. That may be something we want to look into.

Clearly I heard everybody say, and I would agree, that some kind of advisement center is necessary. If we're going to have a pluralism of education, as Steve suggests, then in some way, better than we now do it, we have to make people aware of those services. That certainly gives direction to the Commission, and in our work with the Legislature we will try to see that that happens.

I heard everybody also agree to the fact that better assessment of experiential learning is needed. Now, there seems to be very little agreement throughout the room as to who will do this. Some of the institutions feel that they ought to be doing that. If, as I said, the accreditation process suggests that institutions should not act as brokers, at least those institutions under the accreditation by regional accrediting associations, then perhaps there needs to be another agency in the State that does that. I think that it behooves us as a Commission to investigate that, and to study accreditation as to how it affects this particular subject.

Fran Macy began the discussion this morning with an anecdote, and since all good planning is anecdotal, I would like to end with one. I listened to a lot of discussion today and heard a lot of people talk about the fact that they're doing a great deal at the segmental and the institutional level. And that's probably true, although I think we need more evidence of that. All of the evidence that I see is that there seems to be a lot going on--what, exactly,

that is, I'm not entirely sure, but a lot is going on. On the other hand, one does have anecdotes that one can refer to. One such anecdote concerns a friend of mine, sometimes a very good friend of mine--she happens to be my wife, who years ago, I won't say how many years ago, took a full two-year program in business and secretarial services at a proprietary institution in the state of Pennsylvania. Two or three years ago, she determined that she wanted to go and find out how much credit she could get for that two-year program. She had a good transcript in hand, and had lined up all the courses in the local Community College that had the same program, same courses, same descriptions. After about three weeks of fruitless attempts, wandering the halls, the final solution prescribed to her was, "Well, if you go see all of the professors that give the same kinds of courses and arrange with them to have them give you an examination in each one of the courses, then maybe we'll consider some of those as credit."

That's when she walked out and has not been back in again. So I submit that on the basis of that one very important anecdote, we do need some additional services in this area.